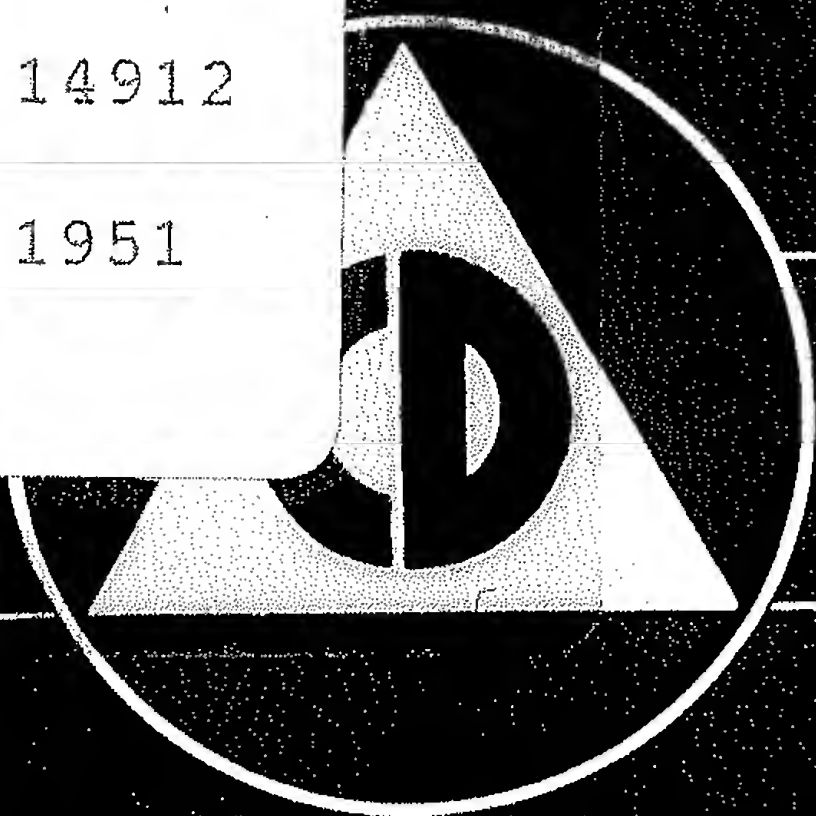


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**FEDERAL CIVIL DEFENSE  
ADMINISTRATION**

# **Annual Report for 1951**

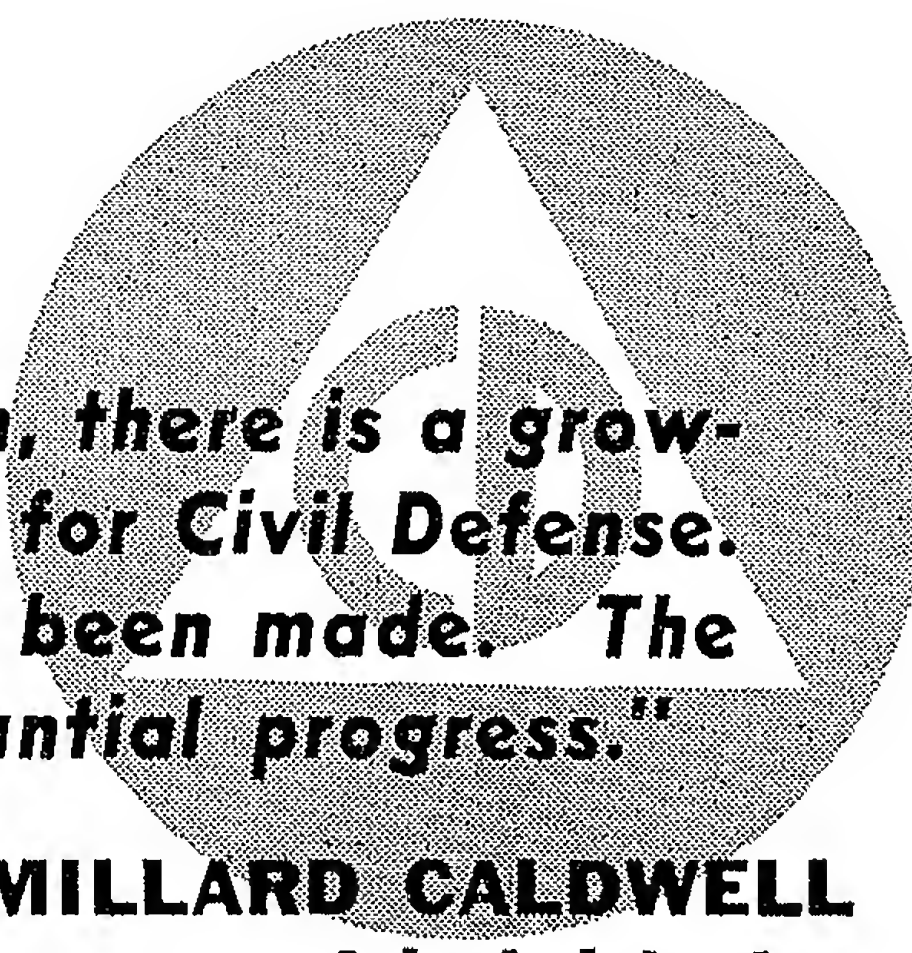
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# **Annual Report for 1951**

**of the**

**FEDERAL CIVIL DEFENSE ADMINISTRATION**

**to THE PRESIDENT  
and the CONGRESS of the  
UNITED STATES of AMERICA**



***"Today, throughout the Nation, there is a growing consciousness of the need for Civil Defense. The first important steps have been made. The coming year will bring substantial progress."***

**MILLARD CALDWELL  
Administrator**

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## LETTER OF TRANSMITTAL

FEDERAL CIVIL DEFENSE ADMINISTRATION,  
*Washington 25, D. C., April 18, 1952.*

THE PRESIDENT

*The White House, Washington 25, D. C.*

DEAR MR. PRESIDENT: As Administrator, I submit the first annual report of the Federal Civil Defense Administration. Its cold facts confirm your repeated warnings to the Congress and the Nation.

We have made some progress in civil defense, but far from enough.

The American people will respond to civil defense when they believe in its immediate necessity. Such widespread belief does not yet exist. The public's lack of conviction will continue until the responsible officials of the Nation, the States, and the cities learn and voice the fact that America will probably lose the next major war unless our people are informed, organized, and trained in the principles of civil defense.

It is idle to complain of public apathy in civil defense so long as official apathy is obvious. The public looks to its leadership for the cue. Some of the leadership still mistakenly believe the military will assume responsibility for civil defense if we are attacked. Others blindly proceed upon the assumption that the Air Force can prevent such an attack. Still others say Russia's fear of retaliation will deter a bombing of the United States. Some take refuge behind the talk of new weapons, more planes and scientific miracles.

Too few realize that the atomic bomb changed the character of warfare and that in future conflicts the man and woman on the street and in the factory will be the prime target—that they will be in the front line of battle. With notable exceptions at both the local and national levels, there is little real understanding of the need for a balanced defense, composed of the civil and the military serving in a co-equal partnership.

America has not learned that steel and planes, ships and tanks, cannot of themselves assure victory. We have not yet learned that future wars can be lost by the civil population on the home front. Although 85 percent of the American public now knows something about civil defense and self-protection, most of them, following the lead of their city, State, and Federal officials, are not yet moved to action.

Every American State and Territory, every critical target area and practically every community has at least the nucleus of a civil defense organization. Some have organized along sound lines. Others have done little. No State, Territory, or city is now sufficiently well organized to meet the impact of an enemy attack.

The Congress, the Cabinet, Federal officials generally, and State and city officials, country-wide, must face the facts of modern warfare. Civil defense is national defense. Civil defense and good citizenship are one. A public organized to protect its communities, keep the wheels of industry turning and to preserve the liberties of a free nation is essential to the future of America.

A sound civil defense organization will cost relatively little money and effort. A fractional part of 1 percent of the money expended for military purposes and an insignificant amount of the time of the individual citizens is all that is required. The results will both assure our safety in war and be of great service in coping with peacetime disasters.

This report demonstrates that the growth of civil defense, although too slow, is steady and sound. It discloses a heartening change in the general attitude. It acknowledges the magnificent support of the press, periodicals, radio, television, and other media of information, as well as the growing support of all elements of American life.

The report does not fail to point out the weaknesses of our civil defense program. The progress of civil defense is far from adequate. A beginning—but only a beginning—has been made.

Respectfully,

MILLARD CALDWELL,  
*Administrator.*

## WHY CIVIL DEFENSE?

Civil defense is our answer to the threat of attack on our home front.

Military and civilian authorities agree that the intercontinental bomber and the terror weapons of atomic, biological, and chemical attack have added a new dimension to warfare. It's a dimension that adds reach to the attack; that enables it to by-pass and overshoot our traditional defenses and strike at the very root of our strength. The new dimension wipes out the distinction between combatant and non-combatant. It makes civilians on the home front as vulnerable to death and injury as soldiers on the firing line. It makes our backyards of today the potential front lines of tomorrow.

Nobody who has studied the situation believes that we could completely stop an all-out attack on the United States. General Hoyt Vandenberg, Chief of Staff for the Air Force, estimates that at best we might be able to knock down 30 percent of attacking planes. At least 70 out of every hundred planes, he says, would be able to penetrate our defenses and drop their bombs on our cities. Mr. Thomas K. Finletter, Secretary of the Air Force, has urged the development of a strong civil defense as the only way to answer the threat of total war. "It seems to me," he said, "that we should ready our civil defenses as we are readying our radar, interceptor, and aircraft defenses . . . Whatever the proper measures are to provide for the civil defense of the Nation in the event of . . . attack should be put into effect as soon as possible." General Marshall has described civil defense as "an urgent and continuing necessity," and Mr. Robert Lovett, Secretary of Defense, has called it "a coequal partner in national defense" and "a necessary and vital part of national defense." General Bradley has declared that "if civil defense does not function effectively, our defense efforts will be very adversely affected." President Truman has called civil defense "a vital part of our mobilization effort."

It's not easy for us, as Americans, to accept this new dimension in warfare. We've enjoyed more than a century of immunity from foreign attack on our shores. We've fought other nations at a distance—in Europe and Africa and Asia, in the Atlantic and the Pacific—but never since the War of 1812 have we had to repel a serious foreign attack on the continental boundaries of the United States. It's not

easy for us to realize that if a third world war breaks out, an attack on our home front can and will be made, and that when it's made only a strong civil defense can save us from large-scale disaster that could mean the end of our national existence.

To see how civil defense would function in a smashing, all-out attack on critical target areas in our country, let's try to visualize what might happen to a single victim—one of hundreds of thousands or even millions of Americans who might be killed or injured or made homeless. Let's try to visualize the kind of resources and organization and the numbers of skilled men and women that would be necessary to give a victim the best chance of surviving, of getting back quickly to home, family, and work.

His first knowledge of the impending attack comes when he hears the sirens blow. He knows what the sirens mean, because civil defense has established the warning signals on a Nation-wide basis. Behind that sound lies an intricate network of civil defense communications extending from the Air Defense Control Centers to civil defense key points, from key points to State and metropolitan control centers, from control centers to the sirens.

The sound of the siren hurries him to a shelter as civil defense has taught him to do. A civil defense survey in his city has located and marked places of relative safety, and he heads for the one nearest him.

The atomic attack strikes. Great areas of City X lie in ruins. Tens of thousands of people are dead or dying. Hundreds of fires are starting. Streets are blocked with rubble.

He is among the injured. His shelter has been partially wrecked, and he is half buried by debris.

The job of saving even a single victim's life is complex. Organized civil defense forces promptly go to work, directed from a control center. Radiological and chemical monitoring teams find the area free of contamination. A warden, checking the area, discovers him half-conscious, and reports his location. A rescue team is dispatched to try to free him from the wreckage. A fire-fighting crew is soon at work putting out a fire that may endanger him, and engineering crews begin clearing streets so that help can get near him. Auxiliary police are keeping the traffic lanes clear as fast as they can be restored.

By the time the rescue team gets him out, he is totally unconscious and appears to be seriously hurt. Trained workers give first aid and make him more comfortable. Litter bearers carry him two blocks over rubble and load him into an improvised ambulance—possibly a



laundry truck—provided by the transportation service. The ambulance takes him to a first-aid station speedily set up a half mile away by the health casualty services. After treatment there he is sent in another improvised ambulance to an improvised hospital set up in a school in the suburbs.

Meanwhile his family—his wife and two children—have been ordered to leave their home because neighboring fires threatened to engulf it. They go to an emergency welfare center where they are able to get food and temporary lodging. It may take several days to locate him through the registration bureaus set up by the welfare service, but when they do find him he is recovering.

This is an oversimplified sketch of what might happen to one person out of hundreds of thousands. To save even this one family required the coordinated, efficient activity of all civil defense services: communications, warden, police, fire, rescue, engineering, health, welfare, supply, transportation, and staff headquarters.

Multiply this case by the total number of dead, injured, and homeless. Even then the picture would be incomplete, for behind the specific, localized activities of these services would be the over-all planning and training and availability of emergency supplies and equipment necessary to bring them into being and make them functioning parts of a smoothly operating machine.

Such services must consist largely of civil defense volunteers—an estimated 17,500,000 of them throughout the Nation. Some of the services, like police and fire, can be built around existing forces vastly expanded by the addition of trained auxiliaries. Others, like health, welfare, engineering, transportation, can be based on existing facilities coordinated and augmented to meet the civil defense need. Still others, like the warden and rescue service, correspond to nothing now existing and must be created locally.

No city, probably no State, could deal adequately with such a disaster by itself. It would need trained men and women, supplies and equipment quite possibly from the farthest corners of the Nation. If we were the object of an all-out, smashing attack that struck a dozen of our cities at once and produced in each of them a disaster of the kind described above, then surely no man, woman, or child in the entire country would remain untouched in some manner by the consequences.

This is why we need a strong civil defense—a systematic, efficient way of dealing with attack on our home front. A strong civil defense can save fifty percent of the lives that might otherwise be lost. It can ease human suffering. It can reduce the destruction of property.

It can maintain the flow of food and munitions needed by our Armed Forces. Civil defense can sustain the people and augment the will to survive against any attack by any aggressor.

Civil defense is an insurance policy that will ease the effect of attack if and when it comes. Importantly, a strong civil defense, like strong armed forces, will proclaim that we are ready for anything an enemy can hurl against us and that no matter what hits us we can successfully fight back. Such readiness may actually help deter attack by making the results too small to warrant the cost, and thus serve the cause of peace in the world.

It is most difficult to get the people to buy this civil defense insurance policy and participate in civil defense in part because of many irresponsible claims and stories about the so-called "wonder weapons" and the protection afforded today by push-button warfare.

*"If you never need what you learn in civil defense, you lose nothing, but if you never learn what you need you may lose everything."—The Hon. Paul Martin, Canadian Minister of National Health and Welfare.*

## A FEW HIGHLIGHTS OF 1951

1. *Organization*: All States and Territories have civil defense legislation. All States, Territories, and major cities have designated civil defense directors and are developing operating civil defense organizations.

2. *Volunteers*: 1,870,199 volunteers have been enlisted in civil defense throughout the Nation.

3. *Public Knowledge*: Eighty-seven percent of people in the major cities know a few of the simple things they should do to protect themselves against atomic attack. It is the result of billions of messages that have reached them through newspapers, radio, television, magazines, and other media, plus public service activities by industry and organizations. Stimulating this has been the circulation by cities and States of over 54,000,000 copies of 9 official civil defense pamphlets and leaflets.

4. *Technical Information*: Over 1,357,000 copies of nine administrative guides and seven technical manuals have been distributed by the Federal Civil Defense Administration to State and local civil defense organizations.

5. *Federal Training*: Over 1,300 civil defense officials from every State and Territory have attended the Federal Staff College and Training Schools.

6. *Attack Warning*: The system already installed can send an alert from USAF Air Defense Control Centers to 174 key points throughout the Nation in less than 2 minutes.

7. *Medical Supplies*: Millions of dollars worth of medical supplies and miscellaneous equipment are being stockpiled by Federal, State, and local governments and by private agencies for civil defense emergency. Total investment will be about \$90,000,000 by June 1952.

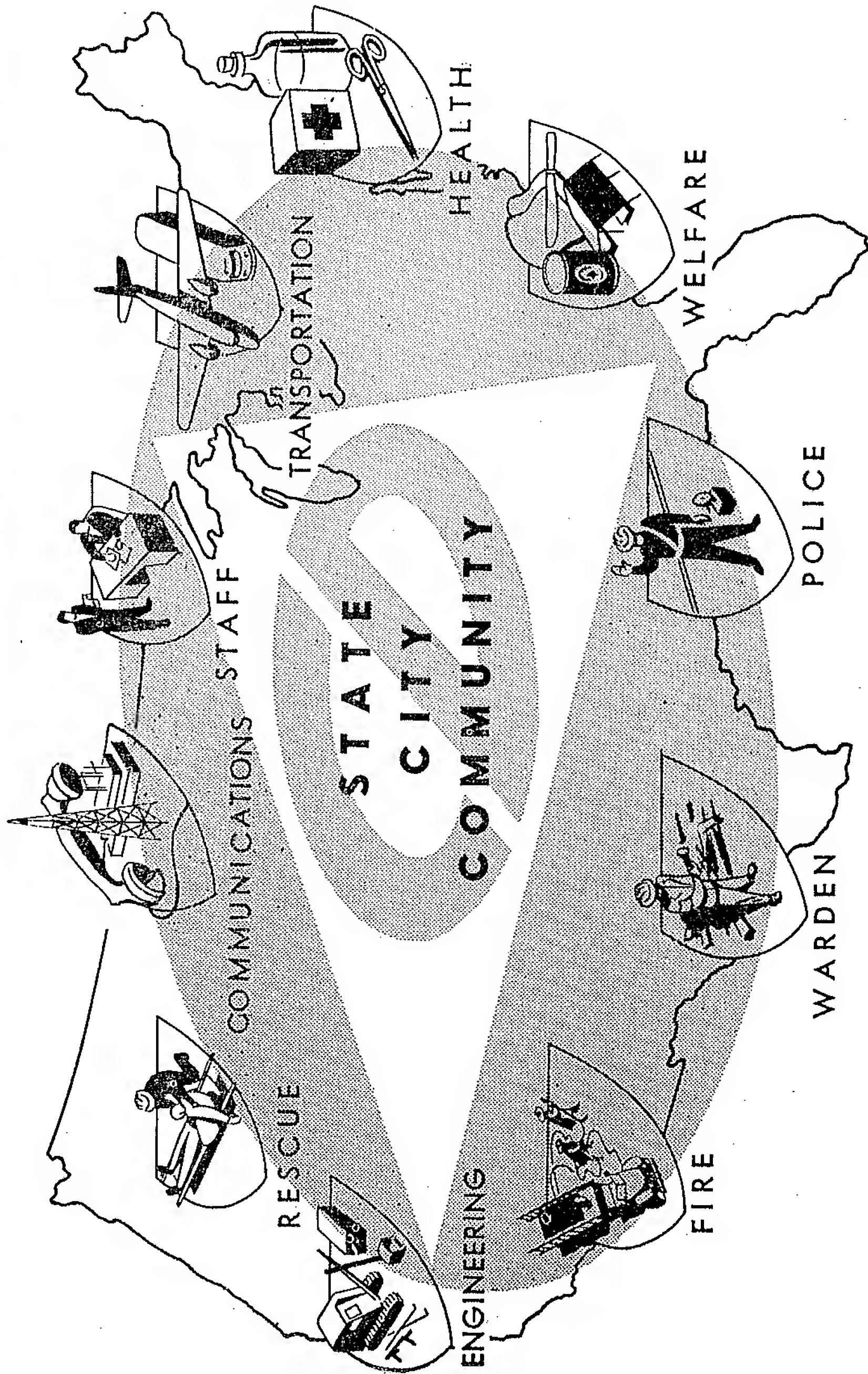
8. *First-Aid Certificates*: At the end of 1950 there were 449,000 holders of American Red Cross first-aid certificates in the country. As of September 30, 1951, there were 1,412,000, an increase of 963,000.

9. *Appropriations*: States and cities together have appropriated \$183,000,000 for civil defense. Federal appropriations to June 30, 1952: \$108,932,000—this is far less than the cost of equipping two infantry divisions.

10. *Mutual Aid Compacts*: Twenty States have completed agreements for mutual aid in a civil defense emergency. United States and Canada have a mutual aid agreement.



# THE NATIONAL CIVIL DEFENSE PATTERN



OPERATIONS



PUBLIC INFORMATION



EMERGENCY SUPPLIES  
AND EQUIPMENT



PLANNING



TRAINING AND  
EDUCATION



MATCHING FUNDS



## ORGANIZATION OF CIVIL DEFENSE

"Cambridge is not an individual city. It is a part of the United States, and if one person is injured in the city of Cambridge that puts a burden on the people of Oklahoma. . . . When a person is killed on Cape Cod, Amarillo, Texas, has been attacked. This is not a collection of villages; this is the United States, and if war is made on one individual citizen, it is war on the United States."

—DR. WALTER L. CRONIN, *Director of Civil Defense*, Cambridge, Massachusetts, before the Subcommittee of the Committee on Appropriations, House of Representatives.

The civil defense of the United States rests on four broad concepts which, when combined, provide cooperative organized action:

1. Individual and neighborhood help that can be given by individuals and families that know what to do and how to do it when disaster strikes;

2. Adequate numbers of volunteers trained in specific civil defense services so they may work with other civil defense forces for mutual aid and mobile support;

3. Preparation and organization of facilities—shelters, supplies, equipment, and areas outside the target area to receive and care for homeless and medical evacuees—needed to save lives and property;

4. Readiness of national, State, and local civil defense organizations to make maximum use of existing resources.

The planning, coordination, and guidance necessary to give effect to these four concepts is primarily a responsibility of the Federal Government. The actual operation of civil defense, however, is vested in the States and their political subdivisions.

The Federal Civil Defense Administration, under the Federal Civil Defense Act of 1950 (Public Law 920, 81st Congress), has the following among its basic responsibilities:

1. To prepare, sponsor, and direct plans and programs for the civil defense of the United States.

2. To keep the President, the Congress, and the several States advised of the status of civil defense in the United States.

3. To provide for necessary civil defense communications and for dissemination of warnings of enemy attacks to the civilian population.

4. To coordinate the civil defense activities of the departments and agencies of the Federal Government with each other and with the States and neighboring countries.

5. To study and develop civil defense measures designed to afford adequate protection of life and property.

6. To conduct or arrange for training of civil defense officials and other persons in the organization, operation, and techniques of civil defense; to establish one national civil defense college and three civil defense training schools.

7. To publicly disseminate appropriate civil defense information by all appropriate means.

8. To assist the States in making interstate compacts to permit the furnishing of mutual aid in the event of enemy attack.

9. To make financial contributions to the States for approved civil defense programs or projects.

10. To assume special responsibilities for the direction of civil defense on a national basis in the event of an emergency proclaimed by the President or the Congress.

With Federal guidance every State, the District of Columbia, Alaska, Hawaii, Puerto Rico, Guam, Samoa, the Canal Zone, and the Virgin Islands have established civil defense organizations and have appointed civil defense directors. In a few of the States and Territories civil defense functions are carried out by another State official, usually the Adjutant General, as an additional assignment.

The ordinary powers which most of the Governors have under their State civil defense acts are very much like the ordinary authority of the Federal Civil Defense Administrator. They are authorized to prepare comprehensive civil defense plans and programs for their States, ascertain the requirements of the States and their political subdivisions, procure supplies and equipment, and utilize the services and facilities of existing offices. In addition, almost all States have either authorized or directed their political subdivisions to establish local civil defense programs.

Some 40 of the States have also given emergency powers to their governors. In most States such powers would permit the Governor to seize or condemn property for the protection of the public under certain specified conditions, and to exercise other functions necessary to secure the public safety. Usually, several limitations are put upon the exercise of such emergency powers. In some cases, the Governor may act in such a way only with the advice and consent of the Civil

Defense Advisory Council. In other instances, there may be some designated time limit to the exercise of such powers or a requirement that the State legislature be called into special session if it is not meeting at the time.

Almost all of the States have authorized mutual aid agreements among their political subdivisions. The majority of the State laws also permit the establishment and use of mobile support groups.

Forty-six States and Territories have authorized the use of interstate compacts as a means of coordinating their civil defense programs. During the course of 1951, 20 States formally submitted interstate compacts to the Congress in accordance with the provisions of the Federal Civil Defense Act. In addition, arrangements have been made between our Government and Canada to provide for mutual assistance in case of emergency. During 1951 civil defense plans in various stages of development were submitted to the Federal Civil Defense Administration by three-fourths of the States.

Many of the States were interested in the establishment of civil defense agencies which could function in the event of peacetime disasters as well as in the case of hostile attack. Before the end of 1951, 31 States had given this authority to their civil defense organizations.

Many of the States were assisted by the Federal Civil Defense Administration in the preparation of basic civil defense legislation in 1951. During the course of the year 34 States and 4 Territories adopted legislation which was patterned substantially along the lines of the Model State Civil Defense Act. In 14 States and Territories the programs are based on laws passed in 1950 or earlier. In two States no legal provision is made for the program beyond executive orders.

By mid-1951 a total of 14 States and the Territory of Hawaii had passed legislation providing for workmen's compensation. This legislation provides compensation for the personal injury or death suffered by any civil defense worker. Greater need for such legislation became apparent when it was discovered that many people were reluctant to volunteer their services if there was danger of suffering an injury for which there was no compensation. It was not uncommon to find, too, that many cities hesitated to recruit volunteers for such jobs as auxiliary firemen because of the fear that, in the absence of workmen's compensation, they might be sued if a volunteer suffered an injury.

At all levels of government, there now exists the framework for civil defense organization. It is a huge cooperative undertaking, which involves every person in the United States under the leadership

of communities, counties, cities, States and Territories, and the Federal Government. The problems faced by all of these are new, many of them cannot be completely foreseen before the attack which we all hope will never come. But, because it may come, the entire civil defense organization—communities, counties, cities, States and Territories, and the Federal Civil Defense Administration—is working to insure:

- (a) Minimum loss of life and property.
- (b) Minimum fear and panic.
- (c) High public morale.
- (d) Full individual participation in civil defense activities.
- (e) Maximum public support of efforts to win whatever war may come.



## CIVIL DEFENSE—IN THE SHADOW OF WAR

In prefacing FCDA's recommendations for the job ahead, it is important to review the reasons for present urgency.

In the 1952 State of the Union Message, President Truman reported that the United States and the whole free world are passing through a period of grave danger, and emphasized that the Soviet Union continued to expand its already excessive military power.

"It is still producing more war planes than the free nations. It has set off two more atomic explosions. The world still walks in the shadow of another world war. And here at home, our defense preparations are far from complete. During 1951, we did not make adequate progress in building up civil defense against atomic attack. This is a major weakness in our plans for peace, since inadequate civil defense is an open invitation to a surprise attack. Failure to provide adequate civil defense has the same effect as adding to the enemies' supply of atomic bombs," the President warned.

1952 will be the year of decision for the preparedness of the home front. The American people must make their own choice. Either they will add to the enemy's atomic stockpile with inadequate civil defense, or they will decimate the enemy's atomic stockpile by expediting civil defense preparedness on the home front.

The major reason for civil defense nationally is to protect people, property and production on the home front. Because of this task, civil defense is the foundation of our national security program.

When our people are prepared and protected by civil defense, only then is our Nation ready for whatever may come.

More importantly, this state of readiness on the home front can be a major factor in preventing a third world war.

Until this foundation of our national security is in place, a dangerous imbalance exists. Progress in military and in industrial preparedness is meaningless unless it is matched by comparable progress in civil defense preparedness.

Consequently, national civil defense readiness cannot be put off until tomorrow. It must be done today—or it may be too late. Should war come to our cities our survival can depend on how ready we are when the first attack hits. If we lose our sense of urgency in civil defense now we are letting down our guard at a most dangerous time. We can be sure that the enemy is always waiting for just such an opening.

## CIVIL DEFENSE—RECOMMENDATIONS FOR THE JOB AHEAD

A strong National civil defense rests on four bases:

1. A well-informed public that knows what to do and how to do it when disaster strikes.
2. A trained United States Civil Defense Corps of 17,500,000 volunteers.
3. Adequate tools—shelter, supplies, equipment—needed to do the job.
4. A high state of readiness—National, State, and local—for maximum use of all existing resources and personnel.

### Recommendations:

1. *Continued and intensified program of public education.* Every American—man, woman, and child—must know exactly what to do if attack comes. This program, carried to the people through all information media, can save countless thousands of lives and substantially reduce the operational problems of civil defense after attack.

2. *Intensified recruiting and training of volunteers.* We need 10 times as many volunteers as we now have. They must be recruited and they must be well trained. These volunteers will be in the front line of operating civil defense. The United States Civil Defense Corps will save countless lives, hold property destruction to a minimum, and provide the basic protection for our industrial and agricultural production so essential to a vigorous war effort.

3. *Stronger support of supply, equipment, and shelter programs.* Civil defense must have the tools to do its three-phase job for the home front; preparing for attack, meeting attack, recovering from attack. The Federal Civil Defense Act of 1950 (P. L. 920 of 81st Cong.) pledges Federal support for these purposes. The Federal Government must assume a larger share of responsibility for supplying the tools than it has up to now. The tools include warning and communications equipment, fire-fighting and rescue equipment, medical supplies and essential emergency shelter. The Federal Government must share with the States and local communities the responsibility for providing the tools and materials to protect and defend their citizens from enemy attack.

4. *Intensified development of a high state of national readiness.* The mobilization and deployment of the vast manpower and physical

resources needed to meet enemy attacks and recover from these attacks cannot be improvised after the bombs have fallen. Effective use of the Nation's civilian resources will depend on thorough advance preparedness. Cities not attacked must help those cities that are attacked; States must help each other—all under a nationally organized and coordinated program.

This administration offers for the record the resolution adopted by the Governors' Conference in October 1951 at Gatlinburg, Tenn. Two appropriate parts are quoted in full:

Because civil defense is an integral part of our national security, the Governors' Conference recognizes that guidance and over-all planning should come from the national government through appropriate channels, including the Civil Defense establishment and the Department of Defense. However, the Governors' Conference also wishes to state its conviction that the State governments and the governors in particular have a special responsibility to cooperate with the Federal authorities in dealing with civil defense problems and to implement Federal policies and interstate civil defense compacts in order to protect the lives and homes, the farms and industries of our people.

The Governors' Conference urges that the Congress of the United States promptly make adequate provision for a well-conceived civil defense program. \* \* \*

## CIVIL DEFENSE—THE PEOPLE LEARN

One of the most important factors in civil defense in the United States is an informed American public—a public that understands the nature of the threat, that individually and collectively takes appropriate precautionary steps, and that knows what to do and how to do it when an attack comes.

The task of getting civil defense information to 156 million Americans is the biggest single educational program ever undertaken in our country. All civil defense organizations—local, State, and Federal—have been working together on the problem. No one organization could do it by itself. Fortunately, civil defense has continued to get unparalleled cooperation from all mass information media—newspapers and magazines, radio, television, advertising, and motion pictures. As a result, the American people are today far better informed about civil defense and self-protection than they were a year ago. FCDA's public education program to date has cost the Federal taxpayer less than the cost of mailing one postcard to each citizen.

FCDA is required by law to do this basic public education. FCDA establishes basic objectives of the civil defense information program, assigns priorities and emphasis to various kinds of information, prepares basic materials for all media and devises ways of making the information available to the American people either directly or through privately sponsored information media.

### Initial Results of the Public Education Program

Individually, many more American citizens would survive enemy attack than would have 1 year ago. In every State and city there is convincing evidence that the people have begun to learn how to protect themselves and their families against modern weapons. The most specific evidence comes from two major personal interview studies by the Survey Research Center of the University of Michigan. Conducted in late 1950 and in August 1951, in 11 major metropolitan areas, they report these heartening facts:

1. The American people today face international tensions and threats of war with steadfast realism.

2. They have no illusions that they will be spared from attack by



3. They have a general understanding of what civil defense means and how to achieve it.

4. As a community problem, they consider civil defense second in importance only to checking up on communism.

5. Their knowledge of the limitations of atomic weapons has become somewhat more exact.

6. Many more people know some of the things they should do for their own and their families' sake in case of attack.

7. Many more people are aware that their local communities are organizing for civil defense, though few yet believe that local programs are adequate to meet the dangers.

8. There is a general willingness to serve in civil defense.

## Knowledge About Personal Protection

In late 1950, only 62 percent of people in the 11 largest cities had heard or read anything about what a person ought to do for his own or his family's safety if there were an atomic bomb attack. By August 1951, this had grown to 87 percent. This means that just within these 11 cities 10 million more people have some specific knowledge of what to do. If the same degree of growth should be true for the rest of the country, this would mean that nearly 40 million more Americans had begun to learn the facts of personal protection in a 10-month period.

However, for real personal protection, each person must know a great deal more than is already known. At best, the present state of knowledge averages no more than 10 to 15 percent of what the individual ought to know for full preparedness for himself and his family.

In 1950, the major sources of information about personal protection were newspapers first, magazines second. In 1951, newspapers were still first, giving information to 42 percent of those who had learned something about personal protection. Pamphlets showed an amazing growth from 1 percent in 1950 to 30 percent in 1951. Radio, magazines, and personal contact were ranked as important sources of information as well.

## Knowledge of Organized Civil Defense

People were asked "As far as you know, is there any civil defense program in your city—that is, any set-up to protect the city in case of an enemy attack?"

Sixty-one percent of people in these 11 largest metropolitan areas noted there is a civil defense set-up. People have a broad general willingness to volunteer some of their time for civil defense, and most of them have a fairly clear idea of the kinds of things they might be called upon to do and the kinds of things they are qualified to do.

## Public Information Program

The task of informing the American people of the nature of the civil defense problem and the steps they should take individually and collectively to meet it has been carried on by FCDA through eight distinct channels: (1) booklets and leaflets, (2) newspaper articles, (3) magazine articles, (4) radio programs, (5) television programs, (6) motion pictures, (7) liaison with national organizations, (8) advertising and other special activities.

## Public Booklets

Booklets and leaflets issued by FCDA have had a triple impact on the public consciousness: they have carried essential civil defense information directly to the people; they have been reprinted in large numbers by privately supported information media; they have provided the basis for independently produced versions of "survival" information.

"The CD Air Raid Alert Card," for example, graphically summarizing national air raid instructions, has been reproduced for local use by State and local government agencies, by business firms, by innumerable newspapers, and has formed the basis for great numbers of editorial discussions. FCDA originally issued 20,000,000 copies of the "Alert Card." Total circulation to date is uncertain, but is in excess of 30,000,000. This Alert Card is the key to public instruction on precisely what to do prior to an attack.

A second illustration of the way in which an FCDA release starts an avalanche of informational activity is provided by the booklet "Survival Under Atomic Attack." FCDA issued 225,000 copies at a cost of less than \$10,000. The booklet carried a note authorizing reproduction for free distribution or for sale—an authorization unprecedented in Federal Government. The invitation was widely accepted.

"Survival Under Atomic Attack" has been widely reprinted by State and city governments—4,000,000 copies in California, alone. Publishing firms have reproduced it for sale. Public spirited corporations have reprinted it for free distribution. Newspapers and

magazines with a combined readership of over 22,000,000 persons have reprinted it either in its entirety or in brief picturized form. Moreover, "Survival Under Atomic Attack," in its original form as published by the Federal Government, was hailed by the New York Times, October 14, 1951, as a "best seller". The Superintendent of Documents reported sale of 1,700,000 copies. Reports of actual reprintings and purchases indicate that more than 20,000,000 copies of "Survival Under Atomic Attack" have been distributed in pamphlet form—almost enough to cover half the families in the United States. This first release on personal self-protection has also been the most successful to date, due both to the immediate appeal of the subject and the fact that it was the first authoritative public issuance on the subject. Publication of other equally vital and basic self-protection information has not caused the same avalanche of reprintings. This will continue to be the case because other weapons that are very real threats are not as widely recognized as atomic warfare.

Following is a list of FCDA publications distributed in 1951 to the general public:

	<i>Total copies distributed by FCDA and/or sold by Superintendent of Documents</i>
1. Air Raid Instructions (Alert Card)-----	20, 000, 000
2. Survival Under Atomic Attack-----	2, 000, 000
3. What You Should Know About Biological Warfare-----	381, 672
4. This Is Civil Defense-----	284, 277
5. Emergency Action to Save Lives-----	5, 740, 404
6. Civil Defense Household First-aid Kit-----	12, 000, 000
7. Fire Fighting for Householders-----	700, 948
8. Atomic Blast Creates Fire-----	12, 000, 000
9. Duck and Cover (Children's Self-Protection Booklet)-----	3, 000, 000

## Press

Newspapers were kept abreast of national civil defense developments through more than 200 press releases. A tabulation of civil defense items of all kinds in only 100 selected newspapers from April to December, 1951, showed some 13,000 reports and comments on civil defense. Various syndicated columnists invited the Administrator to supply guest columns on civil defense. The Hearst papers, among many, carried a series of articles produced with the cooperation of FCDA. A comprehensive series of 12 basic articles on civil defense, produced by FCDA and supplied on request was carried during 1951 in 2,168 newspapers with a total circulation of 4,000,000. The cost to the Government of this particular item was approximately 1 cent for each 170 families reached.



## Magazines

Numerous national magazines and an even larger number of professional and technical periodicals carried articles on civil defense, many of which were prepared with the assistance of FCDA. A special venture was an issue of *Platform*, a 24-page publication of the Newsweek Club Bureau, entirely devoted to civil defense. Newsweek supplied FCDA, free of charge, with 50,000 copies of *Platform* for use by State and local civil defense officials in their community education programs. U. S. News and World Report furnished FCDA 50,000 free copies of a special eight-page supplement on civil defense for similar distribution.

Among the national magazines devoting one or more articles to civil defense were the following:

American Magazine	Pathfinder Magazine
Collier's	People Today
Cosmopolitan	Quick
Farm Journal	Redbook
Life	Saturday Evening Post
Look	Time
McCall's Magazine	U. S. News and World Report
Newsweek	

## Civil Defense Alert

FCDA publishes monthly the Civil Defense Alert, an 8-page newsletter for regional, State, and local civil defense staffs. It is designed to serve as a medium for the exchange of information and ideas that will be helpful in promoting civil defense among communities throughout the country. Eight issues appeared during 1951. Circulation has been limited to 75,000 copies per issue.

## Radio

Radio provided an important channel for dissemination of civil defense information to the American people. During the year two radio script kits, totaling 32 pages each of spot announcements, question and answer scripts, dramatic scripts, and background data were sent to 2,900 radio stations throughout the country. Each station also received three transcriptions of varied length spot announcements.

In cooperation with the Advertising Council, working through the network and regional radio spot allocation plan, FCDA arranged for civil defense announcements of varied lengths on NBC, MBS, CBS, ABC, and local cooperatives. The number of shows using these announcements are indicated by the following figures: NBC—28 pro-



grams; MBS—22 programs; CBS—27 programs; ABC—23 programs. FCDA also arranged for production of a five program series of 15 minutes each over CBS network based on civil defense publications. FCDA cooperated in developing many State, regional, and local civil defense shows broadcast over State networks, such as the Alabama and Wisconsin networks.

Numerous FCDA officials and technical specialists appeared on at least 28 programs on the following networks: CBS, NBC, ABC, MBS, LBS, New York Network, Florida Network, Gannett Stations, Minnesota Network, Viking Network, Pennsylvania Network.

Radio newsmen and commentators have been supplied with a constant flow of civil defense information. One commentator has discussed civil defense as often as four times a week on his 300 MBS stations. These commentators also have used civil defense material in their syndicated newspaper columns. One column, for example, appearing in 138 publications, used civil defense data seven times in 2 months.

## Television

A major television project was the production of the "Survival" series—seven half-hour shows, presented originally by NBC in Washington at weekly intervals during July and August and subsequently via kinescopes over NBC affiliated stations in some 40 cities. Monetary value of the air time donated for the original run of the series is estimated in excess of \$100,000; production cost to the Government was \$1,607.

In December, 19 units of the "Survival" series kinescopes (seven half-hour programs per unit) were distributed to nine Regional FCDA offices for routing to 64 television cities. This distribution was a pioneer undertaking, having for its goal maximum coverage of critical cities serviced by television. Inasmuch as this was the first time a commercial or Government organization had tried a distribution of this size and nature, many problems had to be worked out. For example, clearances had to be obtained from the originating network, the musicians union, the talent union, and the music licensing firm to show the kinescopes after the 60 day from broadcast deadline; to show them on stations other than those affiliated with the originating network; to show them subsequently for nonbroadcast audiences. By the end of the year the "Survival" series had been played in some 40 cities.

By the end of the year television stations were being supplied with short films on civil defense subjects. One such film, "Fire Fighting

for Householders," in a 1-minute and a 3-minute version, was released in December and distributed to 108 television stations. Four other TV films are now in production: "What You Should Know About Biological Warfare"; "This is Civil Defense"; "Emergency Action to Save Lives"; and "Take Cover!" The latter deals with air-raid warning signal identification and what to do in event of warning.

A series of 28 slides dealing with biological warfare, accompanied by appropriate script, was distributed to 107 television stations early in the year. Moreover, 20 prints of the Johns Hopkins Science Review program of April 3, 1951, on the subject of biological warfare were sent to selected State civil defense directors with instructions for routing to television stations.

Among the leading television programs featuring FCDA officials were the following: Meet the Press, The Facts We Face, Battle Report, Washington Report, Pentagon Washington.

### Closed Circuit Television

A special FCDA television project was the pioneering of closed circuit theatre television as a medium for reaching selected civil defense mass audiences simultaneously in various cities. Two such experimental programs were produced, one for civil defense audiences in New York, Philadelphia, Baltimore, and Washington; and one for emergency welfare services audiences in Boston and Philadelphia. The purpose of the project was to ascertain whether this new medium could be effective in the training or orientation of civil defense volunteers. The experiment showed that the device is eminently practical, psychologically powerful, and limited in utility only by the number of properly equipped theatres. At the end of the year plans were under way for FCDA produced programs in 15 key cities.

### Motion Pictures

To meet the demands for mass public education through motion pictures, an entirely new plan of production and distribution was developed. FCDA's official films are produced by private film producers who supply the capital, make the films, and distribute them. FCDA supplies basic information and technical consultation, but otherwise does not contribute financially to the production. By agreement with FCDA the films are marketed through 12,000 regular commercial outlets at the 1936 price of \$17.50. The first film, "Survival Under Atomic Attack," sold four thousand prints within 9 months of its release in April 1951. This is the largest number of prints of a

16-mm. film ever sold within a similar period of time in the history of the industry.

Three civil defense motion pictures were released during 1951, two more were scheduled for release in January 1952, and two others were in preparation at the end of the year. The three motion pictures released were "Survival Under Atomic Attack," "Fire Fighting for Householders," and "What You Should Know About Biological Warfare." The two scheduled for release early in 1952 were "Duck and Cover" and "Our Cities Must Fight." Two other films in preparation deal with nerve gas and with civil defense for industry.

### **"Alert America" Convoys and Special Projects**

The civil defense Alert America Convoy program was developed during the later months of 1951. Operated by the Valley Forge Foundation, Inc., in cooperation with FCDA, they are intended to carry civil defense information directly to the American people and to spearhead local drives on civil defense education and participation for recruitment.

The exhibits offer highly dramatic visualizations of the entire civil defense problem. Through photographs, movies, three-dimensional mock-ups, and scientific action-dioramas they depict the possible uses of atomic energy in both peace and war. Visitors to the exhibits see the damage that could be done to American communities by atomic bombs, nerve gas, and germ warfare. Visitors experience a vivid dramatization of a mock A-bomb attack on their own cities. They learn what they can do through civil defense to protect themselves and the freedoms they cherish.

The exhibits were designed by the designer of the famous Freedom Train. Three of these exhibits, each mounted on a 10-truck convoy, will visit target cities in many States. The convoys were made possible by substantial contributions of materials and personnel by more than 30 key industrial concerns and government agencies.

Another special project is the Volunteer Recruiting Kit, prepared by the Advertising Council for FCDA. This kit, 2,500 copies of which were scheduled for distribution early in 1952, consists of layouts for a wide variety of 40 civil defense advertisements for local sponsorship. The kit also includes radio and television scripts, speech data, and other aids so that it can serve as the source of basic material around which a local recruitment drive can be developed.



## SUPPORT OF ORGANIZATIONS

A strong beginning has been made toward enlisting the active participation of members of many of America's 4,000 national organizations. State and local civil defense officials have been working closely with the local chapters of these national organizations, and also with State and local organizations. Some of these organizations had been working at civil defense preparations well before 1951.

In working with such associations it continues to be a policy of this Administration to ask that the associations encourage their members to volunteer for work as *individuals* under the direction of local civil defense authorities. With the exception of the American National Red Cross, no national association has been given the authority to perform a particular kind of civil defense service on a national basis. The Red Cross, as a quasi-official agency of government, coordinates the blood collection, first-aid training, nurse's aid, and home nursing training programs for civil defense. This policy does not, of course, prevent local or State plans for the incorporation of the facilities and staffs of some public and private agencies into local and State civil defense organizations.

During 1951, the Federal Civil Defense Administration has worked with the national headquarters of many of the 4,000 national organizations. These have a total membership of approximately 100,000,000 persons.

The following are only a few typical examples of these activities with national headquarters: Space does not permit a full and detailed roll call of the active support of national organizations.

Conferences were held at which inventories of organization resources were taken. There were 64 such meetings in the last 3 months of 1951 with organizations whose combined membership numbered approximately 60,000,000 persons organized into 206,000 local units.

A 2-day Conference of National Organizations was held in Washington in May of 1951, and was attended by more than 1,000 leaders of 286 national organizations.

A religious Advisory Committee was formed to work with religious leaders. A meeting of leaders of each denomination having a membership of 100,000 persons or more was held in Washington in June



of 1951. Nearly 300 denominational representatives from every part of the United States attended. One result was the publication of "The Clergy in Civil Defense" by the Federal Civil Defense Administration, to serve as a guide to both the clergy and civil defense organizations.

The American Hotel Association is typical of some 1,700 commercial and industrial groups. Alert Cards already have been placed in rooms of 6,700 member hotels, and the association has produced a booklet discussing the civil defense problems peculiar to hotel operation.

In cooperation with FCDA, the American Legion has printed and distributed to its 17,400 posts a constant flow of civil defense material.

The Veterans of Foreign Wars established civil defense as a major program activity. They distribute civil defense material prepared by their own offices to their membership.

Auxiliaries of both the American Legion and the VFW, the AMVETS, and other veterans groups are active with comprehensive civil defense programs.

The United States Junior Chamber of Commerce has supplied its 1,900 chapters with civil defense booklets and program aids which were worked out in cooperation with FCDA.

The Boy Scouts of America, in cooperation with FCDA, have prepared and released to their council and community offices a series of five pamphlets on civil defense. Each of its publications has spotlighted a civil defense problem in each issue throughout the year.

The Girl Scouts have a full and interesting program.

A Parent Teacher Association Civil Defense Committee was established in May 1951. Before year's end a civil defense plan for Parent Teacher Associations was published in pamphlet form and distributed to more than 28,000 local PTA chapters.

The Chamber of Commerce of the United States is conducting a survey of 2,700 local chambers to determine the type and extent of cooperation now being given to civil defense officials by local business communities.

The National Fire Protection Association, the National Association of Fire Underwriters, and the National Association of Fire Insurance Agents cooperated in a special fire prevention campaign highlighted by the release of the FCDA public information booklet "Fire Fighting for Householders."

There are just a few of the many national organizations which are making real contributions to civil defense preparation. Because civil defense touches nearly every part of American life at all hours of the day, national organizations of all kinds and all interests will be playing a larger and larger role in the future preparedness of civil defense.

## VOLUNTEER RECRUITMENT

Without volunteer workers of the right kinds in the right places and the right numbers there can be no effective civil defense. The great damage that can be inflicted on this country makes it necessary to recruit and train approximately 17½ million volunteer civil defense workers. This is the largest mass mobilization of our human resources that has ever challenged this country.

In figures it works out to about 12 out of every 100 persons in the country. In actual practice, because some people are too young, some are too old, some are seriously ill or infirm, many have small children, and others have responsibilities that must be answered first, the real need is for one trained volunteer from nearly every family.

Sound volunteer recruitment develops from local civil defense organizations and their need. In 1951 heartening progress has been made in recruitment. Most recent figures indicate that 1,870,199 women and men have volunteered. But this is only a little more than one-tenth of the total needed.

The center spread of this report gives the State by State figures on recruitment. This table also points out clearly that some States and cities are further advanced than others.

A large number of State and municipal employees engaged in such technical services as fire, police, welfare, medical, transportation, sanitation, and engineering are not included in the recruitment figures given. They are the hard core of civil defense at the community level.

Recruitment of volunteers presented a real problem at the beginning of 1951, because few local civil defense organizations had been set up and little training of instructors had been done. A national drive for volunteers at that time merely would have resulted in the enrollment of people who could not be absorbed into fledgling civil defense organizations. As plans were developed and training guides and manuals were published, recruitment was stepped up.

The importance of women in civil defense can scarcely be overstated. First, there are many jobs in civil defense that can best be handled by women. Second, many areas of target cities, usually residential, must be defended to a great extent by women during daylight hours because

the men who live there are away at work. An estimated 60 percent of all civil defense volunteers will need to be women.

Women's interest in civil defense was stimulated in October 1951 by the appointment of Assistant Regional Directors for Women's Affairs.

In December 1951, the Office of Volunteer Manpower was established to afford the necessary impetus and stimulation essential to increase public participation in volunteer recruitment efforts.

The FCDA "Civil Defense Volunteer Recruiting Kit," will be sent to civil defense directors in all State and target cities. This kit provides a wide variety of advertisements for local sponsorship, plus radio and television scripts, speech material, and other recruiting aids for use by local civil defense organizations when they are ready to undertake recruitment programs.

This kit was prepared for FCDA as a public service by the Advertising Council. Batten, Barton, Durstine & Osborne was the task force agency working with a volunteer coordinator.

A volunteer quota guide has been developed and distributed. This gives broad, general figures for the number of volunteers needed in each of the services for both target areas and support areas. Local analyses can determine whether slightly more or less of various categories may be needed to meet the local situation. The table that follows suggests the variety and magnitude of the volunteer recruitment job.

Services	Men and women workers per 1,000 population	
	Target area	Support area
Emergency welfare-----	14. 0	14. 0
Engineering-----	19. 0	13. 0
Fire-----	3. 4	2. 0
Health and special weapons defense-----	39. 0	8. 0
Police-----	4. 0	4. 0
Rescue-----	2. 4	1. 0
Staff and miscellaneous-----	5. 0	5. 0
Training and education-----	1. 0	1. 0
Transportation-----	19. 0	13. 0
Warden-----	38. 0	10. 0
Warning and communications-----	2. 0	1. 0
Total-----	146. 8	72. 0



## TRAINING AND EDUCATION

Progress has also been made in organizing and establishing the Federal Training and Education program. Training 17½ million volunteers to perform the varied special services needed before, during, and after an enemy attack is a tremendous task. The speed with which we reach this goal is an important factor in civil defense effectiveness. Workers must know how to do their jobs quickly and well.

The proper training of these volunteers also is essential to speed up the training of others in self and family protection.

The bulk of civil defense training must be conducted at the local level. There the civil defense worker receives basic training in first aid, rescue work, and the other specialized activities that make up his or her civil defense job. Here training is given in combined exercises involving other civil defense organizations.

The FCDA has formulated a Nation-wide civil defense training program. It is based on the multiplier principle; i. e., that 1 woman or man trains 10 and these 10 in turn each train 10 more, etc. The FCDA also provides guidance and financial assistance on a matching basis to the State training programs.

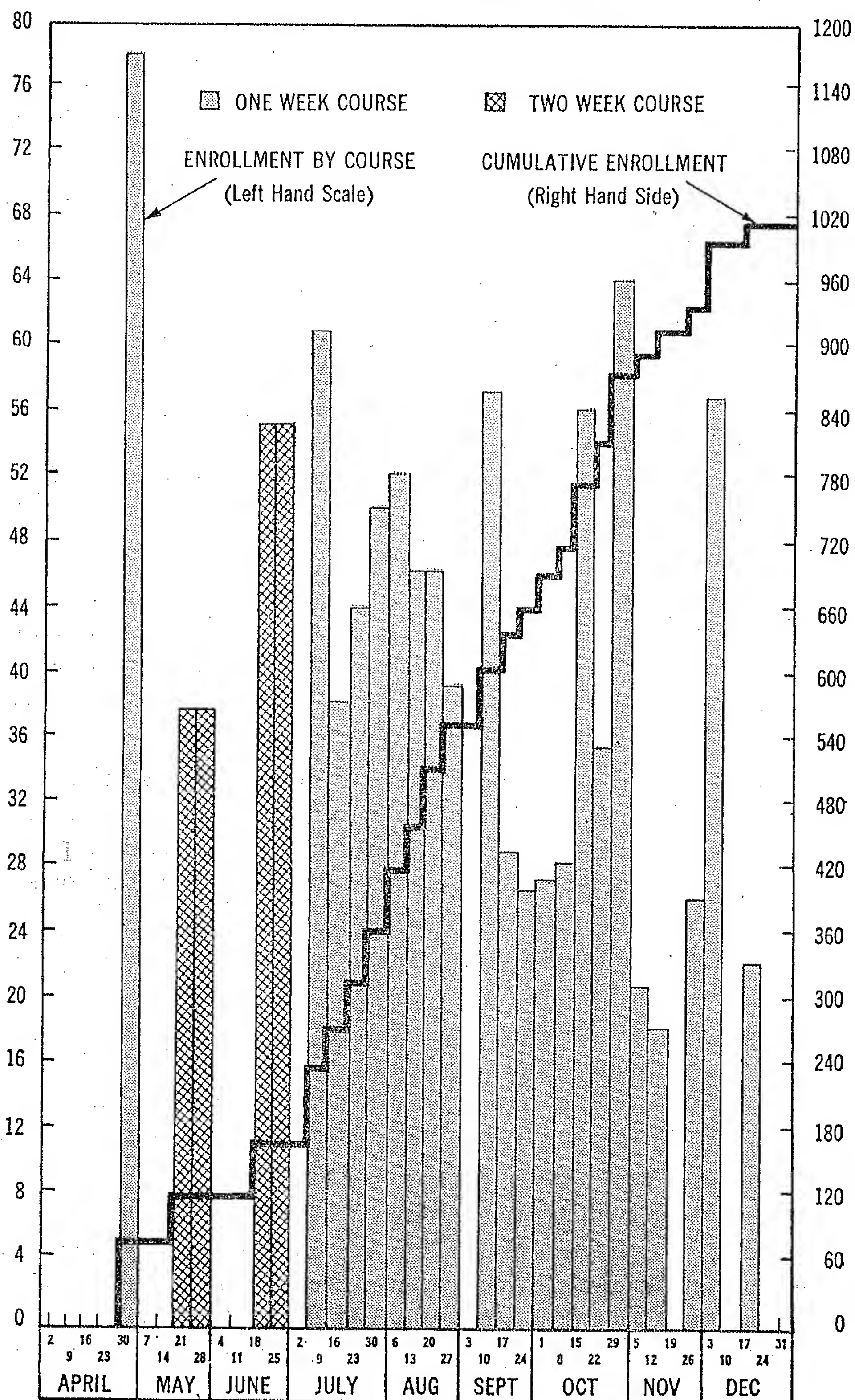
National civil defense schools are now in operation so that State and local officials and instructors may receive advanced instruction. There is now a national Staff College for key administrative personnel from regions and States. There are now two training schools for selected personnel concerned with the training of key civil defense workers at the State and municipal level. A third training school opens in February 1952.

The Federal Civil Defense Staff College at Olney, Md., has given 25 courses to State and local administrative personnel since its opening April 30, 1951. A total of 1,016 students have attended its six-day courses. They have come from all 48 States, the District of Columbia, Alaska, Hawaii, Puerto Rico, and the Virgin Islands.

The vast majority of the students have been State and local administrators of civil defense. Many have come from industry, labor, and national organizations. Fourteen have been from the Red Cross, 12 from the Atomic Energy Commission, 94 from the three branches of the Department of Defense, and 58 from various other Federal agen-

# FCDA STAFF COLLEGE ENROLLMENT—1951

(By Course and Cumulative)





cies, such as Department of Agriculture, General Services Administration, Federal Security Agency, Department of Justice, and Department of the Treasury. In addition, 17 civil defense officials have attended from Canada and 4 from England.

Among topics covered in discussions, demonstrations, and exercises were the following: Organization of Civil Defense; Vulnerability Analysis; The System of Web Defense; Zoning and Zone Control for Civil Defense; Mutual Aid and Mobile Support; Attack Warning and Communications; Civil Defense Operational Services; Postattack Estimates.

The Central Training School, Stillwater, Okla., opened July 30, 1951. Designed to serve 20 States, it has conducted a pilot course, 14 regular courses, and a conference of State and regional civil defense directors.

The Western Training School, St. Mary's, Calif., opened October 8, 1951, to serve 11 States. It has given a pilot course, three regular courses, and a special course for fire service personnel.

A total of 334 students have attended these two schools. The Eastern Training School, to serve 17 States and the District of Columbia, will open at Abington, Pa., on February 4, 1952.

Training officials visited 35 States in 1951, to advise and assist State and local civil defense officials. Training officers are already assigned to six of the nine regional offices covering approximately half of the States.

FCDA was represented at the annual meeting of the National Commission on Teacher Education and Professional Standards and of the American Vocational Association.

A sound slide training film entitled "Take Home Pay" was produced, together with a film strip for training in rescue operations and a series of 50 colored slides covering all services. A manual, "Interim Civil Defense for Schools and Colleges", was produced and 100,000 copies were distributed to educational institutions. Other training and education materials included a chart book of approximately 70 charts on all services, a rescue exhibit, and an exhibit for the meeting of national organizations in April 1951.

With the cooperation of the Motion Picture Theatre Owners, the American Telephone & Telegraph Co., and the American Broadcasting Co., the FCDA pioneered in the use of closed circuit theater television. Two experimental programs were produced. Six thousand people in five cities, invited by local civil defense organizations, viewed

these closed circuit demonstrations. They provided local civil defense and FCDA with experience in using this medium most profitably when special occasions require training large numbers of people in the shortest possible time.

The major accomplishment of FCDA in Training and Education during 1951 was the establishment of a national civil defense training system, including setting up a national staff college and three training schools. This leadership is designed to provide help to the States in speeding up their own training programs so as to give adequate instruction to the millions of volunteers who are needed to establish the United States Civil Defense Corps.

During the year, the Nation's educational systems, organizations, and leaders made substantial contributions to community education in civil defense. All the major National, State, and local educational organizations have taken an active part in telling the civil defense story to the public through the school system and in aiding the training and education program in civil defense at all levels.



## COOPERATION OF FEDERAL AGENCIES

The Federal Civil Defense Act requires mutual cooperation between the various other departments and agencies of the Government and the Federal Civil Defense Administration so that the maximum use may be made of the existing facilities and resources of the Government.

Steps have been taken to prevent duplication of functions and to assure that appropriate Federal agencies are consulted on civil defense questions related to their own activities. Below is a brief description of the many areas of Federal cooperation.

### DEPARTMENT OF DEFENSE

The Administrator of FCDA consults with the Secretary of Defense in determining critical target areas for civil defense planning.

The Secretary of Defense has an Assistant for Civil Defense to coordinate civil defense functions within the Department of Defense and to coordinate military plans with the civil defense plans of FCDA.

Through the Air Defense Control Centers, civil defense officials are warned of an impending attack. The Air Force has stationed liaison officers at the State civil defense offices in 18 coastal and border States. Similar arrangements are being made for 18 other States. Recruiting for the Ground Observer Corps is a cooperative venture of the Air Force and State civil defense agencies.

The Armed Services Medical Procurement Agency is handling for FCDA the procurement of millions of dollars worth of medical equipment and supplies.

The Army Medical Corps has been advising FCDA on the treatment of burns under disaster conditions and has helped in developing medical supply requirements. It also has provided much assistance and advice on evacuation treatment and hospitalization of casualties, and on the development of manuals on blood and blood derivatives and treatment of chemical casualties.

The Armed Forces publication, "Handbook of Atomic Weapons for Medical Officers," has been made available for distribution to State civil defense medical personnel.

The Navy Radiological Defense Laboratory has supplied material for the preparation of the FCDA manual on radiological decontamination.

The Army Quartermaster Corps has assisted FCDA in drawing up specifications for identification tags.

The Corps of Engineers has administered two contracts, one to develop basic designs of shelters and protective construction, and the other to design typical structures and shelter types to be used for tests at atomic proving grounds.

The Army Chemical Corps has aided in the development of manuals on biological warfare, chemical warfare, and the FCDA blood program.

FCDA training materials in unexploded bomb reconnaissance are being developed with the assistance of the Army.

## TREASURY DEPARTMENT

The Coast Guard has participated in civil defense planning for coastal cities.

The Coast Guard Civil Auxiliaries are being organized for civil defense.

## ATOMIC ENERGY COMMISSION

Has loaned radiological detection instruments to 19 States for use in training. Has conducted special radiation defense and nursing courses. Has served as a continuing source of technical information on the effects of atomic weapons.

Is preparing in the Oak Ridge National Laboratory a technical manual on radiological defense.

Has assisted in preparing FCDA specifications for radiation detection instruments.

Has assisted in the testing of certain individual shelters under atomic explosions.

## DEPARTMENT OF COMMERCE

### The Bureau of the Census:

Has delineated for FCDA the commercial, industrial, and institutional zones in critical target areas.

Has surveyed the population density and day and night peak population distribution in the major cities of the critical target areas.

Has developed a preliminary plan for sampling shelter possibilities in representative blocks in 15 large cities.

## **The National Bureau of Standards:**

Has assisted in the development of specifications for identification tags and radiation detection instruments.

Has tested many civil defense devices including attack-warning equipment.

## **The Maritime Administration:**

Has reached agreements with FCDA for emergency use of seagoing vessels of all tonnages.

## **NATIONAL SECURITY RESOURCES BOARD**

Has organized a Restoration and Rehabilitation Committee in which FCDA is participating.

Joined with the Army and FCDA in major research "East River" project.

## **NATIONAL SECURITY COUNCIL**

Has provided for civil defense representation on its Senior Staff.

The Administrator of FCDA is an ad hoc member of the Council when it meets to consider civil defense matters.

## **OFFICE OF DEFENSE MOBILIZATION**

Has provided representation for civil defense on the material allocation groups of the Defense Production and the National Production Authority.

## **FEDERAL SECURITY AGENCY**

## **The Public Health Service:**

Has strengthened its Epidemic Intelligence Service for biological warfare defense.

Has helped in the development of all phases of the health and medical aspects of the civil defense program.

Has provided key medical personnel to FCDA.

## **The Social Security Administration:**

Has participated with FCDA in joint staff planning for dealing with a postattack welfare program.

## **The Office of Education:**

Has helped FCDA in the development of the civil defense training program.

## FEDERAL COMMUNICATIONS COMMISSION

Has guided FCDA in the development of civil defense attack-warning signals and communications systems.

Has assigned specific broadcast frequencies for civil defense use.

Has assisted in the development of a system for regulating radio broadcasting in case of attack.

## DEPARTMENT OF AGRICULTURE

Has developed a system for early detection and control of plant and animal diseases introduced by enemy action.

Has provided guidance to FCDA plans for fire fighting in undeveloped rural areas.

Has assisted FCDA in the development of an emergency food supply program.

## GENERAL SERVICES ADMINISTRATION

Has leased and will operate warehouses to be used for the stockpiling of FCDA emergency supplies and equipment.

Has bought non-medical supplies and equipment for FCDA.

Is conducting shelter surveys of all buildings owned or operated by the Federal Government.

## DEPARTMENT OF THE INTERIOR

Has provided further guidance to FCDA in regard to fire fighting in rural undeveloped areas.

## DEFENSE TRANSPORTATION ADMINISTRATION

Has helped organize the Nation's transportation systems for civil defense, including the use of 110,000 school buses.

## DEPARTMENT OF STATE

Has assisted in civil defense discussions with Canada and Mexico.

## VETERANS ADMINISTRATION

Has furnished advice on treatment and hospitalization of the injured and the sick.



## INTERNATIONAL COOPERATION

### CANADA

A joint United States-Canadian civil defense committee was established during 1951 and two meetings were held, one at Washington and one at Ottawa. As a result of these discussions, plans are being worked out for agreements and treaty arrangements to facilitate across-the-border civil defense cooperation. A memorandum of cooperation with the Canadian Government has been signed with State Department approval. Working subcommittees have been established to devise methods for the use and exchange of personnel and the exchange of food, materials, and equipment.

A State-Province operational plan has been developed between the State of Washington and British Columbia. This plan provides for immediate mutual assistance between Washington and British Columbia in the event of a disaster caused by war. The operational blueprint outlines the procedure which each technical service will follow should a war-caused disaster occur. For example, a uniform plan for warning and alerts is being established so as to avoid confusion along the border. Terminology has been reviewed so as to permit fastest understanding of conversation, emergency orders and telegrams and the relaxation of national border laws will be attempted to every degree possible.

### MEXICO

Discussions similar to those held with Canada have been initiated with the Republic of Mexico. It is the intention of FCDA to develop mutual aid agreements with Mexico and to determine the proper method of handling the immigration problems which would arise in the event of an attack.

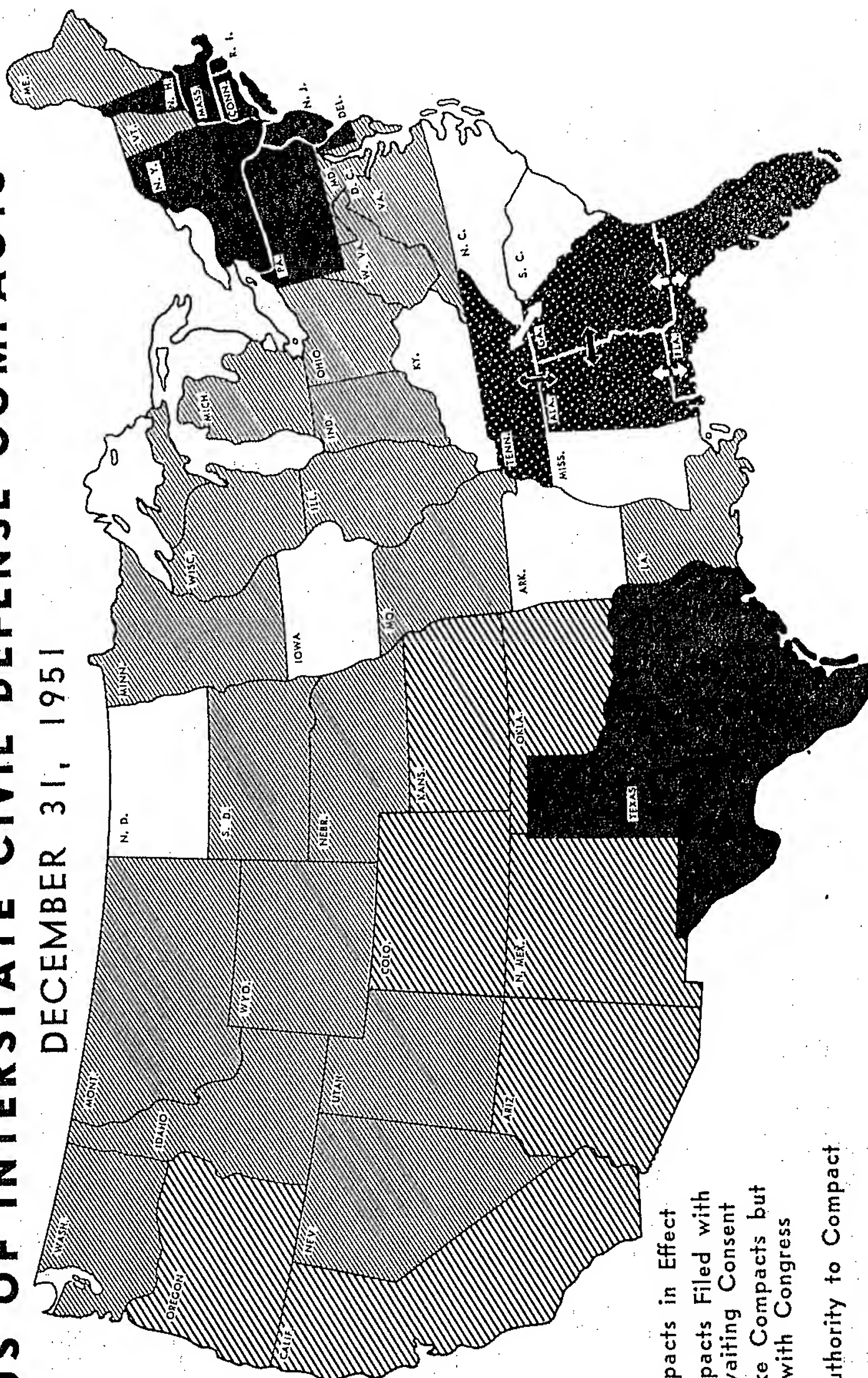
### GREAT BRITAIN




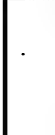


Close contact has been maintained by FCDA with civil defense officials in Great Britain and there has been considerable exchange of information and personnel. The United States is benefiting from the vast civil defense experience gained in England during World War II, particularly in the police, fire-fighting, shelter, rescue, and panic-control programs.

To facilitate the exchange of information and ideas between Great Britain and the United States, the British Embassy has named a member of the British Joint Staff Mission as liaison officer to the Federal Civil Defense Administration. An effective plan for the continuous flow of civil defense material between the two countries has been agreed upon and similar agreements with other NATO countries are under consideration. Several FCDA officials have gone to each NATO country to observe specific aspects of civil defense, such as shelters and protective facilities, control of crowds to avoid panic, civil defense training, and use of associations and other groups of citizens to gain public understanding of civil defense.

# STATUS OF INTERSTATE CIVIL DEFENSE COMPACTS

DECEMBER 31, 1951



-  Multilateral Compacts in Effect
-  Multilateral Compacts Filed with Congress and Awaiting Consent
-  Authority to Make Compacts but Have Not Filed with Congress
-  No Statutory Authority to Compact
-  Bilateral Compacts in Effect
-  Bilateral Compacts Filed with Congress and Awaiting Consent



## CIVIL DEFENSE—PERTINENT FACTS ON

State	Population <sup>1</sup>	Number of cities of 40,000 or more population	Date of civil defense law <sup>2</sup>	Interstate compacts	
				Authorized	Completed <sup>3</sup>
Total.....	153, 694, 423	300	-----	-----	-----
Alabama.....	3, 061, 743	5	Jan. 30, 1951	Yes.....	Yes.....
Arizona.....	749, 587	2	Mar. 28, 1951	Yes.....	Yes.....
Arkansas.....	1, 909, 511	3	Executive order.	No.....	No.....
California.....	10, 586, 223	25	Oct. 2, 1950	Yes.....	Yes.....
Colorado.....	1, 325, 089	3	Feb. 27, 1951	Yes.....	Yes.....
Connecticut.....	2, 007, 280	8	Sept. 19, 1950	Yes.....	Yes.....
Delaware.....	318, 085	1	June 4, 1951	Yes.....	Yes.....
District of Columbia.....	802, 178	1	Aug. 11, 1950	Yes.....	No.....
Florida.....	2, 771, 305	7	June 11, 1951	Yes.....	Yes.....
Georgia.....	3, 444, 578	5	Feb. 19, 1951	Yes.....	Yes.....
Idaho.....	588, 637	1	Mar. 20, 1951	Yes.....	No.....
Illinois.....	8, 712, 176	15	July 9, 1951	Yes.....	No.....
Indiana.....	3, 934, 224	9	Mar. 6, 1951	Yes.....	No.....
Iowa.....	2, 621, 073	7	Mar. 18, 1943	No.....	No.....
Kansas.....	1, 905, 299	3	Mar. 31, 1951	Yes.....	Yes.....
Kentucky.....	2, 944, 806	3	Executive order.	No.....	No.....
Louisiana.....	2, 683, 516	4	June 28, 1950	Yes.....	No.....
Maine.....	913, 774	2	May 4, 1951	Yes.....	No.....
Maryland.....	2, 343, 001	1	Apr. 30, 1951	Yes.....	No.....
Massachusetts.....	4, 690, 514	24	July 20, 1950	Yes.....	Yes.....
Michigan.....	6, 371, 766	16	June 14, 1951	Yes.....	No.....
Minnesota.....	2, 982, 483	3	Apr. 23, 1951	Yes.....	No.....
Mississippi.....	2, 178, 914	2	Feb. 13, 1942	No.....	No.....
Missouri.....	3, 954, 653	4	July 10, 1951	Yes.....	No.....
Montana.....	591, 024	-----	Mar. 5, 1951	Yes.....	No.....
Nebraska.....	1, 325, 510	2	May 26, 1951	Yes.....	No.....
Nevada.....	160, 083	-----	Mar. 23, 1943	No.....	No.....
New Hampshire.....	533, 242	1	July 28, 1949	Yes.....	Yes.....
New Jersey.....	4, 835, 329	18	Mar. 7, 1949	Yes.....	Yes.....
New Mexico.....	681, 187	1	Mar. 23, 1951	Yes.....	Yes.....
New York.....	14, 830, 192	17	April 12, 1951	Yes.....	Yes.....
North Carolina.....	4, 061, 929	7	April 14, 1951	Yes.....	No.....
North Dakota.....	619, 636	-----	Mar. 13, 1951	No.....	No.....
Ohio.....	7, 946, 627	19	May 26, 1949	Yes.....	No.....
Oklahoma.....	2, 233, 351	2	May 31, 1951	Yes.....	Yes.....
Oregon.....	1, 521, 341	2	May 11, 1951	Yes.....	Yes.....
Pennsylvania.....	10, 498, 012	17	Mar. 19, 1951	Yes.....	Yes.....
Rhode Island.....	791, 896	5	Mar. 31, 1951	Yes.....	Yes.....
South Carolina.....	2, 117, 027	3	May 6, 1950	No.....	No.....
South Dakota.....	652, 740	1	Feb. 27, 1951	Yes.....	No.....
Tennessee.....	3, 291, 718	4	Mar. 5, 1951	Yes.....	Yes.....
Texas.....	7, 711, 194	17	June 1, 1951	Yes.....	Yes.....
Utah.....	688, 862	2	Mar. 22, 1951	Yes.....	No.....
Vermont.....	377, 747	-----	May 18, 1951	Yes.....	No.....
Virginia.....	3, 318, 680	7	Feb. 11, 1942	Yes.....	No.....
Washington.....	2, 378, 963	4	Mar. 16, 1951	Yes.....	No.....
West Virginia.....	2, 005, 552	3	Mar. 16, 1951	Yes.....	No.....
Wisconsin.....	3, 434, 575	9	June 26, 1951	Yes.....	No.....
Wyoming.....	290, 529	-----	Feb. 17, 1951	Yes.....	No.....

See footnote at end of table, p. 34.

## PROGRESS BY THE STATES IN 1951

State and local funds available for civil defense				Volunteers re- cruited (esti- mated)	Major tests reported
Total	Administration and other 100 percent State and local funds	Matching funds	Emergency or contingency funds		
<sup>4</sup> \$183, 072, 461	\$19, 334, 641	\$65, 799, 459	\$93, 271, 680	1, 870, 199	
349, 000	43, 000	306, 000	-----	5, 000	Yes.
1, 287, 500	37, 500	250, 000	1, 000, 000	5, 100	Yes.
70, 000	70, 000	-----	-----	4, 000	Yes.
90, 734, 656	3, 213, 730	5, 187, 926	82, 333, 000	225, 965	Yes.
190, 000	114, 000	71, 000	5, 000	7, 000	Yes.
<sup>4</sup> 1, 993, 695	621, 594	400, 000	-----	75, 000	Yes.
310, 000	110, 000	200, 000	-----	10, 500	Yes.
275, 000	231, 750	43, 250	-----	30, 389	Yes.
551, 950	140, 750	411, 200	-----	23, 000	Yes.
246, 487	226, 487	20, 000	-----	12, 000	Yes.
1, 032, 800	32, 800	-----	1, 000, 000	9, 000	No.
1, 057, 000	200, 000	857, 000	-----	8, 000	Yes.
500, 000	150, 000	-----	350, 000	8, 000	Yes.
123, 901	59, 700	64, 201	-----	5, 000	Yes.
1, 180, 000	180, 000	1, 000, 000	-----	37, 000	Yes.
52, 480	52, 480	-----	-----	15, 000	No.
472, 500	222, 500	250, 000	-----	30, 000	No.
<sup>4</sup> 505, 455	175, 000	250, 000	-----	20, 000	Yes.
1, 301, 000	266, 000	990, 000	45, 000	11, 500	Yes.
<sup>4</sup> 2, 908, 156	483, 281	1, 610, 750	-----	32, 772	Yes.
3, 757, 855	2, 277, 855	1, 430, 000	50, 000	35, 000	Yes.
1, 347, 500	657, 000	690, 500	-----	25, 440	No.
2, 537, 500	37, 500	-----	2, 500, 000	5, 000	No.
698, 389	349, 339	348, 050	1, 000	9, 000	Yes.
10, 000	10, 000	-----	-----	6, 000	No.
133, 000	33, 000	100, 000	-----	8, 000	No.
9, 555	9, 555	-----	-----	674	Yes.
224, 000	84, 000	40, 000	100, 000	12, 000	Yes.
1, 660, 474	384, 457	1, 276, 017	-----	183, 000	Yes.
178, 200	28, 200	150, 000	-----	3, 000	No.
44, 457, 681	4, 208, 958	40, 198, 723	50, 000	417, 399	Yes.
276, 591	54, 711	120, 000	101, 880	10, 000	Yes.
525, 000	25, 000	-----	500, 000	2, 000	No.
3, 425, 000	425, 000	2, 000, 000	1, 000, 000	35, 000	Yes.
125, 000	125, 000	-----	-----	3, 000	No.
1, 263, 317	375, 889	887, 428	-----	34, 000	Yes.
<sup>4</sup> 4, 482, 500	-----	1, 682, 500	-----	270, 000	Yes.
1, 004, 250	233, 500	720, 750	50, 000	21, 000	Yes.
46, 775	30, 275	10, 000	6, 500	5, 000	Yes.
77, 500	12, 500	-----	65, 000	2, 000	No.
1, 893, 500	154, 800	1, 738, 700	-----	26, 000	No.
796, 206	340, 117	456, 089	-----	40, 000	Yes.
1, 294, 000	50, 000	244, 000	1, 000, 000	13, 860	Yes.
38, 500	38, 500	-----	-----	7, 500	Yes.
156, 300	156, 300	-----	-----	35, 500	Yes.
2, 706, 863	306, 863	2, 400, 000	-----	50, 000	Yes.
295, 445	88, 270	177, 875	29, 300	25, 600	No.
3, 300, 450	150, 450	150, 000	3, 000, 000	8, 000	Yes.
115, 000	30, 000	-----	85, 000	3, 000	No.

## CIVIL DEFENSE—PERTINENT FACTS ON PROGRESS

State	Population <sup>1</sup>	Number of cities of 40,000 or more population	Date of civil defense law <sup>2</sup>	Interstate compacts	
				Authorized	Completed <sup>3</sup>
Alaska-----	128, 643	-----	Mar. 27, 1951	Yes-----	No-----
Canal Zone-----	52, 822	-----	-----	-----	-----
Guam-----	59, 498	-----	Aug. 11, 1951	Yes-----	No-----
Hawaii-----	499, 794	1	Mar. 19, 1951	Yes-----	No-----
Puerto Rico-----	2, 210, 703	4	May 1, 1951	Yes-----	No-----
Samoa-----	18, 937	-----	-----	-----	-----
Virgin Islands-----	26, 665	-----	Sept. 19, 1950	No-----	No-----

<sup>1</sup> Based on U. S. Census of Population, 1950.

<sup>2</sup> Date shown is when basic law was enacted or when major amendments were passed.

<sup>3</sup> Approved by or submitted to the Congress.

<sup>4</sup> Includes unclassified funds which in total amount to \$4,666,681.



## BY THE STATES IN 1951—Continued

State and local funds available for civil defense				Volunteers re- cruited (esti- mated)	Major tests reported
Total	Administration and other 100 percent State and local funds	Matching funds	Emergency or contingency funds		
\$325, 000	\$75, 000	\$250, 000	-----	-----	Yes.
25, 000	25, 000	-----	-----	-----	Yes.
541, 228	41, 228	500, 000	-----	-----	No.
182, 501	182, 501	-----	-----	-----	No.
20, 801	20, 801	-----	-----	-----	Yes.

## HOW CIVIL DEFENSE FUNDS WERE SPENT DURING 1951

During the period January to December 1951, \$108,932,000 in Federal funds were available for expenditure for civil defense purposes. This includes \$1,831,000 which was received during the first few months of operation from the President's Emergency Fund. An overall picture of civil defense fiscal activities from January 1951 through December 31, 1951, is presented in Table A.

\$75,350,000 or 69 percent of the total amount of Federal funds made available so far for civil defense was not appropriated until November 2, 1951. For the most part, therefore, the obligation and expenditure record as shown in Table B is a record of activity from November 2 to December 31, 1951.

Approximately \$100,000,000 of the total funds appropriated is available for use through June 30, 1952. It is anticipated that the sums for Federal contributions, emergency supplies and equipment and operations which were not obligated by December 31, 1951, will be obligated by the end of fiscal year 1952.

Of the total Federal funds so far available for civil defense, 51 percent is for establishing reserves of emergency supplies and equipment, 30 percent for Federal contributions to the States, and 14 percent for operations, including funds for attack warning and communications systems, for training and for research. \$5,000,000 or 5 percent of the total amount represents a procurement fund which is used as a revolving fund for making purchases but which must be reimbursed from other FCDA appropriations.

### Federal Contributions

Under Public Law 920, 81st Congress, FCDA is authorized to make contributions of Federal funds to the States for one-half the cost of equipment to be used by civil defense organizations. On June 2, 1951, in the third supplemental appropriation bill, \$20,000,000 was made available to FCDA for Federal contributions for emergency medical supplies and equipment. This same bill contained an appropriation of \$5,000,000 for Federal contributions for training and education.

During 1951 \$7,401,855 in Federal contributions was made available to the States as indicated in Table C. Of this total, \$7,260,745 was

approved for medical supplies and equipment and \$141,110 for training and education equipment. These approved amounts represent \$14,803,710 in civil defense equipment since the Federal contributions must be matched by an equal amount of State or local funds.

\$7,750,000 was appropriated by the Congress on November 2, 1951, for Federal contributions for the warning, communications, rescue, and fire programs. In the 2 months since receipt of these funds FCDA has advised each State of the amount of funds apportioned to it for each of the four programs. The States have also been advised as to the steps to take in order to request the Federal funds thus allocated. The amounts made available to the States for these programs for medical supplies and equipment, and for training and education purposes are shown in Table E.

A State-Federal matching fund program depends on the availability of both Federal funds and State funds. The States could not anticipate the amounts of Federal funds which would be appropriated during 1951 nor the civil defense programs for which they would be made available. Only 10 States have had regular sessions of the State legislature since June 2, 1951, the date when Federal funds became available for medical supplies and training and education on a matching basis. Only one State had a regular legislative session between November 2, when Federal funds for warning, communications, fire fighting and rescue were appropriated, and December 31, 1951. Thus, the States have not had time, since the passage of the two appropriation acts during 1951, to appropriate State matching funds, to make the necessary request for Federal funds and to procure or have procured by FCDA the necessary equipment and supplies. A few States have had special legislative sessions since June 1, 1951, but only four States have held such sessions during the period November 2–December 31, 1951.

## The Emergency Supply and Equipment Program

On November 2, 1951, \$56,000,000 in Federal funds was made available for the purchase of emergency supplies and equipment to be stored in FCDA warehouses. Of this total, \$50,000,000 was for medical supplies and equipment and \$6,000,000 for emergency engineering supplies and equipment. In the period of less than 2 months since these funds were appropriated, substantial progress in purchasing the necessary supplies and equipment has been made. Table B indicates that requests for procurement of almost \$20,000,000 worth of these vital items had been made or were in process by the end of 1951.



## Federal Procurement

In order to coordinate purchasing of civil defense medical supplies with that of the Department of Defense, arrangements were made for the Armed Services Medical Procurement Agency to procure medical supplies and equipment for civil defense. During 1951 more than \$31,000,000 in purchase authorizations were forwarded to procurement agencies. About \$20,000,000 of this sum represented procurement of emergency supplies and equipment with \$17,000,000 for the purchase of medical supplies and equipment and \$3,000,000 for emergency engineering supplies. (See Table D.)

In the Federal-State matching program, Federal procurement is also being carried out. Most of the items which are being purchased on a 50 percent matching basis are being procured by the Federal Government at the request of the States so that they can take advantage of speedier deliveries and lower costs achieved by standardization and by mass buying. More than \$11,500,000 in purchase orders, half of which will be reimbursed from State or local matching funds, was forwarded to procurement agencies for this purpose during 1951.

TABLE A.—A SUMMARY OF CIVIL DEFENSE FISCAL ACTIVITIES

Calendar Year 1951	
Federal funds made available since Jan. 12, 1951	\$108, 932, 000
Less: Procurement fund	5, 000, 000
Difference	\$103, 932, 000
Less obligations:	
Expenditures	\$5, 235, 229
Unliquidated obligations	30, 295, 912
	35, 531, 141
Less amount of 1951 fiscal year appropriation not available for 1952 obligations	5, 066
Funds available for obligation until June 30, 1952	68, 395, 793

TABLE B.—FEDERAL FUNDS AND OBLIGATIONS

January 12, 1951–December 31, 1951

Federal Funds Available for Obligation

	Prior to June 2, 1951 President's Emergency Fund	From June 2, 1951 1951 Supplemental Appropriation	From Nov. 2, 1951 1952 Appropriation	Total available	Total obliga- tions since Jan. 12, 1951	Funds remaining for obligation through June 30, 1952
Federal contributions to States:						
Attack warning system	0	0	\$3, 000, 000	\$3, 000, 000	0	\$3, 000, 000
Communications System	0	0	1, 500, 000	1, 500, 000	0	1, 500, 000
Fire-fighting service	0	0	2, 250, 000	2, 250, 000	0	2, 250, 000
Rescue service	0	0	1, 000, 000	1, 000, 000	0	1, 000, 000
Medical supplies and equipment	0	\$20, 000, 000	0	20, 000, 000	\$7, 260, 745	12, 739, 255
Training	0	5, 000, 000	0	5, 000, 000	141, 110	4, 858, 890
Total Federal contributions		25, 000, 000	7, 750, 000	32, 750, 000	7, 401, 855	25, 348, 145
Emergency supplies and equipment:						
Medical supplies and equipment	0	0	50, 000, 000	50, 000, 000	16, 976, 337	33, 023, 663
Engineering service	0	0	6, 000, 000	6, 000, 000	2, 982, 450	3, 017, 550
Total emergency supplies and equipment			56, 000, 000	56, 000, 000	<sup>2</sup> 19, 958, 787	36, 041, 213
Operations	\$1, 831, 000	1, 750, 000	11, 601, 000	15, 182, 000	<sup>3</sup> 8, 170, 499	<sup>4</sup> 7, 006, 435
Grand total	1, 831, 000	26, 750, 000	75, 351, 000	103, 932, 000	35, 531, 141	68, 395, 793

<sup>1</sup> Does not include \$5 million procurement fund.<sup>2</sup> Includes purchase authorizations prepared for forwarding to Armed Services only Medical Procurement Agency as of Dec. 31, 1951.<sup>3</sup> Includes estimate for December 1951.<sup>4</sup> Does not include a sum of \$5,066 from the 1951 fiscal year appropriation not available for 1952 obligations.

TABLE C.—APPROVED FEDERAL CONTRIBUTIONS FOR MEDICAL SUPPLIES AND EQUIPMENT AND TRAINING AND EDUCATION—1951

State	Total	Medical supplies and equipment	Training and education equipment
Total	\$7, 401, 855	\$7, 260, 745	\$141, 110
Arkansas	769		769
California	1, 058, 247	1, 058, 247	
Colorado	17, 728	17, 103	625
Connecticut	151, 966	151, 966	
Delaware	25, 354	25, 354	
Georgia	600		600
Kansas	48, 775	48, 775	
Maryland	201, 880	201, 880	
Michigan	334, 371	334, 371	
Minnesota	40, 500		40, 500
Nebraska	211		211
New Jersey	276, 181	276, 181	
New York	4, 741, 247	4, 741, 247	
Oregon	15, 534	8, 701	6, 833
Rhode Island	1, 883	1, 883	
Tennessee	179, 454	145, 704	33, 750
Washington	307, 155	249, 333	57, 822

TABLE D.—THE CIVIL DEFENSE PROCUREMENT PROGRAM—1951

Amount approved and available for procurement	\$48, 186, 054
Federal-State matching program	<sup>1</sup> \$12, 132, 201
Emergency supplies and equipment:	
Medical program	\$32, 897, 403
Engineering program	3, 156, 450
	<u>36, 053, 853</u>
	48, 186, 054
Purchase authorizations to purchasing agencies	31, 545, 211
Federal-State matching program	<sup>1</sup> \$11, 586, 424
Emergency supplies and equipment:	
Medical program	\$16, 976, 337
Engineering program	2, 982, 450
	<u>19, 958, 787</u>
	31, 545, 211
Purchase actions pending	16, 640, 843

<sup>1</sup> Half of this sum will be reimbursed from State or local matching funds.



TABLE E.—INITIAL ALLOCATIONS OF FEDERAL FUNDS TO THE STATES, 1951—CIVIL DEFENSE PROGRAM PURPOSES

State	Total	Medical supplies and equipment	Training and education equipment	Attack-warning equipment	Communications equipment	Fire-fighting equipment	Rescue equipment
Total	\$32,750,000	\$20,000,000	\$5,000,000	\$3,000,000	\$1,500,000	\$2,250,000	\$1,000,000
Alabama	326,591	162,000	99,950	25,056	12,528	18,707	8,350
Arizona	24,400		24,400				
Arkansas	62,250		62,250				
California	2,650,170	1,478,000	343,450	321,234	160,617	239,818	107,051
Colorado	108,361		43,150	25,278	12,639	18,871	8,423
Connecticut	563,845	360,000	65,300	53,703	26,852	40,093	17,897
District of Columbia	97,239	60,000	10,350	9,813	4,906	8,900	3,270
Florida	552,875	434,000	26,100	35,961	17,981	26,849	11,984
Georgia	89,850		89,850				
Idaho	372,514	178,000	112,400	31,830	15,915	23,762	10,607
Illinois	19,150		19,150				
Indiana	2,987,659	2,021,000	284,350	264,480	132,240	197,451	88,138
Iowa	584,431	294,000	128,400	62,808	31,404	46,889	20,930
Kansas	102,972		85,550	4,515	2,257	8,900	1,750
Kentucky	184,087	70,000	62,000	20,190	10,095	15,074	6,728
Louisiana	372,567	200,000	95,650	29,814	14,907	22,260	9,936
Maine	486,569	320,000	87,300	30,726	15,363	22,940	10,240
Massachusetts	29,800		29,800				
Michigan	784,247	512,000	76,100	76,032	38,016	56,761	25,338
Minnesota	1,263,094	720,000	152,700	151,326	75,663	112,975	50,430
Mississippi	1,840,065	1,220,000	206,550	160,290	80,145	119,664	53,416

See footnote at end of table, p. 43.

TABLE E.—INITIAL ALLOCATIONS OF FEDERAL FUNDS TO THE STATES, 1951—CIVIL DEFENSE  
PROGRAM PURPOSES—Continued

State	Total	Medical supplies and equipment	Training and education equipment	Attack-warning equipment	Communications equipment	Fire-fighting equipment	Rescue equipment
nesota	\$676, 281	\$450, 000	\$97, 150	\$50, 055	\$25, 028	\$37, 367	\$16, 681
issippi	71, 150		71, 150				
souri	1, 056, 140	710, 000	128, 800	84, 246	42, 123	62, 895	28, 076
itana	19, 250		19, 250				
raska	177, 150	134, 000	43, 150				
ada	5, 200		5, 200				
r Hampshire	17, 350		17, 350				
r Jersey	1, 123, 741	478, 000	157, 900	189, 099	94, 549	141, 175	63, 018
r Mexico	22, 150		22, 150				
r York	7, 067, 108	5, 165, 000	482, 650	550, 218	275, 109	410, 770	183, 361
th Carolina	132, 250		132, 250				
th Dakota	20, 250		20, 250				
homa	2, 383, 339	1, 565, 000	258, 600	216, 969	108, 484	161, 981	72, 305
gon	72, 800		72, 800				
nsylvania	345, 151	224, 000	49, 500	27, 774	13, 887	20, 734	9, 256
ode Island	3, 103, 823	1, 979, 000	342, 550	303, 228	151, 614	226, 379	101, 052
th Carolina	237, 571	134, 000	25, 550	30, 243	15, 122	22, 578	10, 078
th Dakota	69, 000		69, 000				
nessee	21, 300		21, 300				
as	440, 312	214, 000	107, 450	46, 074	23, 037	34, 397	15, 354
h	779, 535	322, 000	251, 350	79, 923	39, 961	59, 667	26, 634
mont	22, 500		22, 500				
inia	12, 300		12, 300				
shington	199, 328		107, 050	35, 769	17, 885	26, 704	11, 920
	423, 989	252, 000	77, 350	36, 684	18, 342	27, 387	12, 226

est Virginia	88,309	344,000	65,450	7,614	3,807	8,900	2,538
isconsin	556,737		112,000	39,048	19,524	29,152	13,013
yoming	9,450		9,450				
aska	4,200		4,200				
nal Zone							
iam							
awaii	16,350		16,350				
uerto Rico	72,400		72,400				
moa							
rgin Islands	850		850				

The figures shown represent the amounts made available to the States at the time of the initial apportionment of funds. Changes were subsequently made in the apportionment of funds for medical supplies and equipment and training and education equipment.



## THE CIVIL DEFENSE SERVICES

There are 12 operational activities in civil defense: Warning and communications, shelter, health and special weapons defense, emergency welfare, fire, police, engineering, rescue, transportation, facilities self-protection, warden, and supply. In order to assist the States in establishing these on an efficient basis, the FCDA has based its own working pattern on four essential elements:

1. A small staff of paid full-time experts with outstanding practical experience in handling the problems of each service.
2. The help of leading authorities in each service field, drawn from both public and private life to serve on Advisory Committees.
3. A continued program of research to make the best use of what is known about civil defense today, and to explore fields where present knowledge is inadequate.
4. Continued release of additional material for the better information of Federal, State, and local civil defense organizations and the general public.

One indication of the competence and professional standing of the full-time experts who have been attracted to the Federal Civil Defense Administration can be found in the stature of the people who are glad to serve with them on the FCDA Advisory Committees.

Thanks to the patriotism of hundreds of public spirited leaders in technical and professional fields, the FCDA has been able to draw upon the ablest talents in the Nation, without cost to the Federal Government.

Training and skill in organizing the civil defense services exist in every part of the Nation. For example, the American interest in community service acts as a nucleus for the warden program. The fire, police, health, and welfare services have competent staff almost everywhere. The engineering, transportation, and communications services draw upon existing facilities manned by thousands of experts. The Federal Civil Defense Administration could, and did, go to all those fields for planners and administrators.

During 1951, the necessary services were tied into the civil defense organization across the Nation. Today we have the foundation and the framework for a solid civil defense structure. There remains

the task of filling out this framework with millions of trained volunteers who can supplement the skills of able men and women who have spent their lives in these various fields, of refining our civil defense plans, and of acquiring needed supplies, equipment, and facilities.

People have been trained in every needed civil defense service, but there are not enough of them to meet a large scale disaster. For example, we have professional fire fighters but we need more—thousands more. A local fire department that could fight a dozen fires at once would be helpless in the face of a hundred fires, or a thousand fires, in a single city.

A community may have hundreds of doctors and nurses, but, if an A-bomb struck, it would need many thousands of trained volunteers who could administer first aid. A police department may be able to handle everyday traffic jams, but in an emergency it would require far more men than it can muster just to direct and control essential traffic.

That is true of all the civil defense services we depend upon. That is why FCDA formed Advisory Committees of experts to assist in bringing about the coordination of these services and their enlargement as needed for civil defense.

## Technical Information

The tremendous task of organizing to meet civil defense problems calls for the developing of technical leadership and information. If attack should come, organized civil defense would need to bring to bear existing skills on a scale not previously known. Also, it would need to have available many new skills.

FCDA is responsible for providing State and local civil defense organizations with information intended to aid them in planning, organizing, staffing, training, and operating their various civil defense forces. The resulting publications fall into some seven categories, but for convenience of summary they may be classified into two principal groups: Administrative guides, suggesting basic policies and procedures for setting up civil defense programs; technical manuals, concerned with specialized civil defense services.

The total printing of each of these publications has been limited primarily by funds available for this purpose.

During 1951 the following Administrative Guides were published:

<i>Title</i>	<i>Month</i>	<i>Number published</i>
The Rescue Service-----	May-----	175, 000
Police Services-----	May-----	75, 000
United States Civil Defense (reprint)-----	June-----	10, 000
Principles of Civil Defense Operations—Web Defense, Mutual Aid, Mobile Support.-----	July-----	75, 000
The Warden Service-----	August-----	250, 000
Civil Defense in Industry and Institutions-----	August-----	100, 000
The Clergy in Civil Defense-----	October-----	100, 000
Fire Services-----	October-----	75, 000

During 1951 the following technical bulletins, manuals, guides, and handbooks were published:

<i>Title</i>	<i>Month</i>	<i>Number published</i>
Water Supplies for Wartime Fire Fighting-----	July-----	100, 000
Interim Civil Defense Instructions for Schools and Colleges.-----	August-----	100, 000
Outdoor Warning Device Systems-----	October-----	10, 000
Fire Effects of Bombing Attacks (revision)-----	November-----	25, 000
The Warden's Handbook-----	December-----	25, 000
Annotated Civil Defense Bibliography for Teachers.-----	December-----	100, 000
Civil Defense in Outline-----		110, 000

The following administrative guides, technical bulletins, and manuals were at the printer's at the end of 1951:

<i>Title</i>	<i>Number to be published</i>
The Engineering Services-----	25, 000
Emergency Welfare Services-----	35, 000
Shelter in Existing Buildings from Atomic Attack, Part I-----	35, 000
Radiological Decontamination-----	10, 000
Casualty Services Guide, Part III—Medical Records-----	20, 000
Blood and Blood Derivatives Program-----	15, 000
Civil Defense in Schools-----	20, 000

Some 35 additional technical manuals, bulletins, guides, and handbooks are in various stages of preparation.

The development of new weapons is not standing still nor is the development of new techniques and procedures to meet them. Future publications of technical information are aimed at completing the basic leadership planning and in making sure that the knowledge of organized civil defense keeps pace with new developments.

## Research

The defense of our cities, and of our nation, against atomic, biological, and chemical warfare requires infinitely more "know how" than we brought with us out of World War II. The questions to be an-



swered are endless and the actual experience on which we can draw, particularly with the modern terror weapons, is very limited. For answers to these questions we must turn to a carefully planned and executed program of research.

Faced with the need to know so many things in so short a time, and with the overpowering necessity of translating this knowledge into coordinated civil defense plans and programs, FCDA has enlisted the help of government and private research agencies. There has been no attempt or plan to employ a large research staff for this purpose. The approach has been to use existing channels of research to meet our particular FCDA needs.

The advantages of this chosen course are clear. Duplication of research effort in the Federal establishment is avoided, and the resources and talents of research organizations which would not otherwise be available are obtained. In effect the FCDA is stimulating, supporting, and guiding research efforts in many fields to provide answers to the special problems that the civil defense of the Nation has thrust upon us.

Under the original sponsorship of the NSRB a contract had been placed with the Survey Research Center, University of Michigan, to study public attitudes and opinions regarding civil defense. The first survey was made in September 1950, in 11 of our major cities. This was followed by a study in August 1951, which showed a sharp increase in the public knowledge of survival methods and a general readiness of people to accept civil defense responsibility. Future surveys are planned at intervals of about 4 to 6 months.

The NSRB also transferred funds to the Department of the Army for a contract between the Office of the Chief of Engineers and Lehigh University Research Institute to develop designs and data for several types of shelters—backyard home shelters, public air-raid shelters, and shelter areas in existing buildings. This research was essentially completed by the end of 1951 and the basis for a Nation-wide shelter construction program was being laid.

The FCDA turned to the Bureau of the Census for intensive study and analysis of major metropolitan areas. These studies were to provide a background for the shelter requirements, to show the need for equipment and supplies to be established in reserve, and to help in urban area planning for civil defense operations. The Bureau of the Census has estimated the daytime and nighttime distribution and concentrations of people in our major cities. The Bureau also has delineated within these cities the commercial, institutional, and industrial zones in which population and critical industry occur in highest

concentration. Finally, the Census Bureau is preparing a preliminary plan which can be followed in making a national sampling of existing shelter space in major cities.

FCDA has joined with the NSRB and the Department of Defense in an operations research contract with Associated Universities, Inc. This contract, administered by the Department of the Army, is designed to develop and recommend measures which will assist in minimizing the effects of attack by atomic, biological, chemical, or other weapons on the civilian population and industry. By the end of 1951 the study group for this project had been selected, the initial briefings had been carried out, and a large number of committees and panels had been organized for intensive study in a variety of fields.

Funds have been transferred to the Army Corps of Engineers for a contract with a private firm to design typical structures and shelters for test purposes at atomic proving grounds.

The research coordination staff of the FCDA is conducting a variety of studies leading toward research programs in other fields where information is lacking. For example, initial studies have been made of the legal and economic dislocations that would result from an enemy attack on population centers. Work is in progress with the National Research Council to establish a coordinating committee on disaster studies, and the advice and counsel of the American Association for the Advancement of Science have been sought.

In many cases other Federal agencies are being asked to cooperate in carrying out research work for civil defense within their own specialized areas. The FCDA, in turn, is making continuous surveys of research projects now being carried out by other agencies for their own purposes, in order to gain from them possible benefits for the civil defense program.

## WARNING AND COMMUNICATIONS

Shelters are useless if people do not receive enough advance notice to reach them. Fire fighting, rescue, and medical teams would be helpless after an attack unless these services could be directed promptly and efficiently to the people and places needing them most. It is obvious, then, that we must have an effective system of warning the people of impending attack, and a communications system adequate for directing emergency operations.

### Attack Warning

During 1951 the FCDA and the Air Defense Command of the

ing the American people of impending attack. Today civil defense warning centers in all our target areas will receive notice of an alert within 2 minutes after the order is issued by the USAF Air-Defense Control Centers. Provisions have been made to transmit the warning to 174 key points throughout the United States, manned 24 hours a day, which then would relay it to individual target cities. Within the cities themselves at the end of 1951 there was still a lack of adequate sirens, whistles, and horns for warning the general public.

The Federal Government is authorized to contribute half the cost of warning devices. During December 1951, the FCDA allocated to the States \$3,000,000 appropriated by the Congress for that purpose. These funds when matched will provide only about one-third of the necessary coverage of target areas.

In purchasing and installing warning devices, States and cities have been guided by the FCDA manual, "Outdoor Warning Device Systems", published in 1951.

The Ground Observer Corps consists of volunteers organized in most of the States for manning aircraft observation posts. The Ground Observer Corps in the States is organized under the operational control of the Air Defense Command of the Air Force. These corps are, however, State organizations with the recruitment carried on for the Air Force by the State Civil Defense Directors.

## Emergency Communications

Effective direction of civil defense forces in an emergency requires a well organized system of communications. Considerable progress has been made in the last twelve months in setting up such a system, using existing commercial wires and a radio network as alternative means. Some equipment is being procured by the Federal Government, and \$1,500,000 in Federal funds has been allocated to the States for the purchase of communications equipment.

The FCDA national headquarters now is connected with the nine regional offices and with 35 State civil defense offices by teletype. Early in 1952 all of the State civil defense offices will be linked into this TWX network.

About 80,000 amateur radio operators located throughout the United States have been enlisted with their equipment, for civil defense purposes. A plan has been completed and will soon be issued covering the Radio Amateur Civil Emergency Service. This plan calls for about 200,000 volunteers to join this part of the civil defense communications program.



In December, communications experts from all parts of the country met at the Federal Civil Defense Staff College to develop a revised civil defense communications manual for use by the States and cities. Representatives from 27 States, 25 national associations in the field of communications, telephone, telegraph, and radio companies, and from other Federal agencies, participated in the conference.

Through the cooperation of the national news organizations, FCDA has made arrangements for the transmittal by telephone or radio of photographs, sketches, maps, or written material from any place in the country. This facsimile service would be particularly valuable in getting reports quickly and exactly on the extent of damage in any area which might be attacked.

Plans have been worked out with the Federal Communications Commission and the Department of Defense to allow certain radio stations to operate during attack as a means of public information. Others will be shut down because of their possible use by the enemy as navigational aids by aircraft and guided missiles.

## SHELTERS

The formulation of a national shelter program and the preparation of a national shelter plan, through which adequate shelter can be provided for the civilian population of the critical target cities, is a Federal responsibility. It is the responsibility of the States and their political subdivisions to provide the actual protective facilities, but it is the obligation of the Federal Government to render financial and technical assistance to the States under the national plan and program.

Even before January 1951, the National Security Resources Board, which was then responsible for civil defense, had engaged the Lehigh University Institute of Research to conduct studies upon which to base a shelter program for the United States.

In January our national shelter requirements were outlined at a meeting in which outstanding engineers, architects and civic leaders participated. The shelter program, depending on available funds, was set up with the advice and help of private and professional organizations and government technicians.

Surveys showed that during an average day most working people are concentrated in commercial, industrial, and institutional areas. There are 67,000,000 people in the 67 critical target areas of the country. Of these at least 33,500,000 would be in congested areas if an attack came during working hours.

About 2,160,000 can be provided with shelter in existing buildings. Another 6,500,000 can be sheltered if slight alterations were made in existing buildings. 8,640,000 more could be sheltered in existing buildings if major modifications were made in the structures. Entirely new shelters would be needed to protect the remainder.

FCDA has prepared technical manuals for (1) determining the shelter needs and shelter areas, (2) modification of existing buildings to increase the supply of suitable shelter and (3) the design of buildings resistant to atomic blast. The national shelter plan and program supported by the necessary technical and survey information has been prepared and a proper foundation erected for the administration of Federal financial assistance.

Many cities throughout the country made studies in 1951 to determine existing shelters and to discover where additional shelter space was needed. The manual entitled "Shelters from Atomic Attack in Existing Buildings," Part I, was sent to all States and target cities as a guide in conducting these surveys.

Shelter specialists from the Federal Civil Defense Administration visited 67 cities in critical target areas during 1951. Of these 67 cities, 25 percent are now completing shelter surveys. An additional 25 percent have made their initial survey preparations. The remaining cities plan to do so in the coming year.

Local chapters of the American Institute of Architects, the American Society of Civil Engineers and the Associated General Contractors of America have provided volunteer assistance in making shelter studies which otherwise would cost the States and cities millions of dollars in professional fees. Private industry is expected to provide shelters for its own employees where possible.

Many of the nation's industrial corporations are using the Federal Civil Defense Administration Manual as a guide in preparing shelters for their workers and machinery. On the Federal side, the Public Buildings Administration is surveying all buildings owned and operated by the Federal Government.

Conferences have been held with the Munitions Board, Bureau of Internal Revenue, Office of Defense Mobilization, Veterans' Administration, General Services Administration, and other agencies with respect to the immediate incorporation of protective features in new construction under the jurisdiction of these agencies.

The Lehigh University Institute of Research has completed its assignment of developing the data to be used in manuals to be released by FCDA. The material has been reviewed by a panel of experts

and the shelter division has prepared for publication a manual to serve as a guide for improving existing buildings so as to provide adequate shelter, and an interim guide to assist architects and engineers in designing new construction. In the near future the division expects to complete its work on a manual for home type shelters.

In order to develop the technical data for these manuals, the shelter division has been guiding research on the effects of atomic weapons on various types of structure. Arrangements have been completed with General Services Administration, Department of Defense, and the Atomic Energy Commission for the exchange of information and the actual conduct of tests. As the material is developed it will be incorporated in manuals and technical bulletins of the agency.

No Federal funds have yet been made available for major or minor modification of existing buildings or new construction to shelter people in vulnerable zones of the critical target cities.

## HEALTH AND SPECIAL WEAPONS DEFENSE

Civil defense confronts our medical and all related health professions with the greatest task in history. We must be prepared, should an attack come, to treat millions of casualties suffering from trauma, burns, atomic radiation. We must guard against the introduction of disease to sicken our people or animals and to contaminate or destroy our crops. We must protect against the use of deadly chemical agents against our people.

In December 1950, even before the establishment of the FCDA as a separate agency, the manual "Health Services and Special Weapons Defense" was made available to State and local civil defense officials and the medical profession.

Working closely with the FCDA have been the Department of Defense, the Atomic Energy Commission, the Public Health Service, the Association of State and Territorial Health Officers, the National Research Council, and the American Medical Association in providing physicians with information as to the medical aspects of civil defense.

During 1951 the nursing aspects of atomic warfare were taught to 77,000 graduate nurses.

More than 270,000 individuals took the Red Cross home nursing course during the past 12 months.



## FIRST AID CERTIFICATES ISSUED BY AMERICAN RED CROSS

State	Number issued prior to 1951	Number issued by Sept. 30, 1951 <sup>1</sup>	State	Number issued prior to 1951	Number issued by Sept. 30, 1951 <sup>1</sup>
Total	448, 600	1, 412, 059	Nebraska	3, 994	6, 807
Alabama	3, 268	10, 988	Nevada	775	3, 017
Arizona	3, 919	12, 000	New Hampshire	817	3, 597
Arkansas	1, 928	2, 692	New Jersey	17, 784	57, 843
California	46, 342	351, 716	New Mexico	2, 254	5, 331
Colorado	4, 184	8, 079	New York	53, 163	146, 757
Connecticut	7, 708	19, 383	North Carolina	4, 333	13, 971
Delaware	964	5, 270	North Dakota	1, 712	4, 027
District of Columbia	7, 327	17, 206	Ohio	21, 789	56, 722
Florida	4, 826	22, 038	Oklahoma	5, 414	8, 311
Georgia	2, 850	11, 890	Oregon	10, 505	27, 219
Idaho	3, 857	13, 119	Pennsylvania	27, 101	85, 270
Illinois	33, 780	66, 537	Rhode Island	3, 640	3, 147
Indiana	10, 273	20, 483	South Carolina	1, 640	3, 505
Iowa	4, 688	7, 569	South Dakota	1, 900	2, 719
Kansas	8, 563	17, 124	Tennessee	6, 567	14, 441
Kentucky	5, 121	5, 126	Texas	17, 994	38, 820
Louisiana	3, 435	17, 915	Utah	6, 482	16, 892
Maine	1, 348	5, 889	Vermont	565	1, 039
Maryland	10, 416	22, 570	Virginia	6, 696	20, 799
Massachusetts	13, 222	41, 414	Washington	20, 222	75, 119
Michigan	9, 185	31, 518	West Virginia	3, 899	5, 366
Minnesota	13, 277	19, 837	Wisconsin	13, 803	32, 424
Mississippi	1, 953	4, 115	Wyoming	1, 269	1, 589
Missouri	10, 273	33, 264			
Montana	1, 575	9, 585			

<sup>1</sup> Approximate date. Figures for some States cover a greater period and for a fewer States a lesser period.

As shown by the preceding table there were 448,600 Red Cross first-aid certificate holders in the country at the end of 1950. As of about September 30, 1951 there were 1,412,059, an increase of 963,459. An additional 200,000 persons per month, on the average, have since signed up for the Red Cross courses.

Over 12,000,000 copies of the pamphlet "Civil Defense Household First Aid Kit" have been printed and distributed.

A manual on blood, blood derivatives, and plasma substitutes was completed during the year as was also a manual on casualty records.

A bulletin on the treatment of burns under disaster conditions has been prepared with the advice of the National Research Council and the Department of Defense, and will soon be issued.

Civil defense manuals for nurses, dentists, pharmacists, and other professional people also are being prepared with the advice of leaders in the appropriate medical fields.

## Radiological Defense

Specifications for radiation detection instruments have been worked out in cooperation with the Department of Defense, the Atomic Energy Commission, and the Bureau of Standards, and have been made available to the States and cities.

Dosimeters are being developed to record the amount of radiation to which individual civil defense workers may be exposed in carrying out their duties.

A manual on radiological decontamination, based on material obtained from the Navy Radiological Defense Laboratory, has been prepared for publication, and a manual on radiological monitoring is in preparation.

Arrangements have been made with Oak Ridge National Laboratory for the preparation of a technical manual on radiological defense.

The Armed Forces "Handbook of Atomic Weapons for Medical Officers" has been distributed to State Health and Special Weapons Defense Directors.

Courses of training in the monitoring and medical aspects of radiological defense have been planned.

Nineteen States have borrowed radio detection instruments from the Atomic Energy Commission and have used these to conduct 24 courses in radiological monitoring.

## Emergency Sanitation

Manuals on civil defense aspects of milk and food sanitation, water supplies, and sewage disposal are in preparation.

A handbook on emergency household sanitation for civil defense was completed.

## Biological Warfare Defense

An Epidemic Intelligence Service has been set up by the Public Health Service for the prompt detection of biological warfare attacks, and 21 medical officers have been recruited, trained, and assigned to field stations throughout the country as specialized defense observers.

The Department of Agriculture in cooperation with the FCDA has made similar provisions for the early detection and control of plant and animal diseases which might be introduced by enemy action.

The public has been warned of the possibility of such attacks in

an information booklet entitled "What You Should Know About Biological Warfare". Radio, motion picture, and television programs have broadcast this material, and it also has been passed on through magazine and newspaper articles.

A similar pamphlet addressed to farmers and completed during the year deals with the defense against biological attacks on food, feed and fiber crops, and farm animals.

By recommendation of the National Advisory Council of the Public Health Service, 12 civilian laboratories will be set up throughout the United States to coordinate laboratory diagnosis and research facilities for defense against biological warfare.

## Supplies and Equipment

Separate specifications were prepared during 1951 for about 200 individual medical items. These specifications were sent to regional, State, and local civil defense directors. They show the quantities of each item necessary for a first-aid station and for the emergency care of 1,000 casualties. They are being used in the procurement of both the State requirements through the matching funds made available and for the emergency reserve supply which is being financed by the Federal Government. By June 1952, these specifications will have applied to the procurement of \$90,000,000 worth of medical supplies and equipment.

## EMERGENCY WELFARE

In the event of enemy attack, the number of people made homeless would greatly exceed the number of casualties. In addition to the homeless, there would be thousands without food or adequate clothing. There would be other thousands whose places of business or employment had been demolished with resultant unemployment and need for temporary financial assistance. Grave social problems resulting from death, injury, financial loss, unemployment and family disorganization would be handled by the Emergency Welfare Services.

Early in 1951 the Administrator appointed an Advisory Committee of 10 members representing national, public, and private welfare agencies, which has worked with the Director of FCDA Welfare Services.

The American National Red Cross has shared with FCDA its accumulated experience in the field of national disaster relief.

A number of States have appointed full time paid Directors of Emergency Welfare Services. Lack of finances has held back such



appointments in some other States, although many States have designated part time EWS Directors, often administrators of the State public welfare organization.

Representatives of the Federal Security Agency became members of a joint or inter-agency committee appointed in May to deal with problems during the emergency, transitional, and permanent post-attack periods, particularly those relating to rehabilitation and child care.

An administrative guide to emergency welfare organization was being printed at the end of the year and progress has been made in developing technical manuals for each of the welfare services; namely, Registration and Information, Emergency Feeding, Emergency Lodging, Temporary Rehabilitation Aid and Evacuation.

Six of the nine regional offices of the FCDA now have welfare specialists.

Specifications for personal identification tags were determined upon in 1951, with the help of the U. S. Bureau of Standards and the Office of the Quartermaster Corps of the Army. Distribution of these tags is known to have begun in Seattle, New Orleans, Atlanta, New York City, and Washington, D. C., with emphasis on school children.

Plans have been laid and are being further developed to make full use of National, State, and local welfare agencies, both public and private, and to avoid duplicating services that are already established.

Policies regarding food supplies and emergency feeding were established.

Negotiations with industry have resulted in the stockpiling of approximately 31,000,000 paper cups and containers for a civil defense emergency by the paper cup and container industry without cost to the Federal Government.

The Milk Industry Foundation has issued emergency instructions to milk dealers under the title "The Dairy Industry in Civil Defense."

The National Retail Dry Goods Association has established a civil defense committee to help assure necessary emergency clothing and bedding in the event of an attack.

## THE FIRE SERVICES

In World War II, fire caused 80 percent of the damage to all cities attacked from the air. Many fires spring up at the same time immediately after an A-bomb blast. If not checked at once they may merge into fire storms and conflagrations. Trained auxiliaries are needed

to augment our regular fire-fighting forces in case of emergency. In addition, every civil defense volunteer must know how to extinguish small fires before they can grow into big ones.

In November 1950, the National Security Resources Board, then responsible for civil defense, published "Fire Effects of Bombing Attacks." This booklet gave a method for determining the vulnerability of American cities to fire damage, based on bombing results during World War II.

In July 1951 the FCDA published a manual "Water Supplies for Wartime Fire Fighting" to serve as a guide for local civil defense officials and fire-fighting organizations.

In October 1951 the public information booklet "Fire Fighting for Householders" was published to instruct Americans in defending their own homes against fires following enemy attack. One motion picture and two animated television strips based on this booklet also were issued. Radio and speaker kits were prepared for use in local communities.

Thousands of auxiliary firemen have been enrolled and are being trained throughout the country along lines laid down by FCDA. Twenty-eight States report that they have completed plans for mobilizing fire services. Others have plans underway.

In connection with Fire Prevention Week, 12,000,000 copies of a leaflet entitled "Atomic Blast Creates Fire" were printed and distributed to the public.

An administrative guide for the Fire Services was prepared and sent to the States for the organization and operation of expanded fire-fighting services during periods of emergency.

A formula was worked out to determine the need for fire-fighting equipment in critical target areas. This formula was applied against available inventories to determine the amount of additional material that was necessary for civil defense. Fourteen States have initiated procurement.

Specifications for a standard low-cost fire department pumper and its necessary equipment were developed and made available to the States.

A survey of water supply and distribution systems in critical target areas was begun and is continuing.

Charts are being prepared which will contain all the data on fire-fighting equipment for each target city and for a support area of 100 miles around each city.

At the request of FCDA the Department of Agriculture, the Department of Interior, and the State forestry agencies jointly prepared and issued detailed plans for defense against fires in unsettled areas.

Available motion picture films on fire-fighting have been reviewed and are being incorporated into training courses.

Studies are being made to minimize fire effects of wartime bombing and to learn more about defense against fires following atomic attacks.

The National Association of Fire Chiefs, in cooperation with FCDA, has prepared and issued a manual on "radiation monitoring."

## THE POLICE SERVICES

It was early recognized that the regular police forces alone would be overwhelmed by the problems which would arise in the event of a major attack on our metropolitan areas. In addition to normal police duties, the police would have heavy extra duties under emergency conditions. Among these would be the prevention of looting, the enforcement of civil defense regulations, assistance in identifying the dead and injured and the adoption of protective measures in connection with unexploded bombs and contaminated areas.

Although there are almost 200,000 peace officers throughout the country, they are dispersed among thousands of separate units of government. In order that police forces in necessary numbers can be concentrated where needed, plans have been made for mutual aid between communities within the target areas, and for mobile police support to be sent into those areas from more distant points. In addition, auxiliary police are being recruited and trained in communities all over the country. These auxiliaries will be used not only to augment the normal police force within an area which is attacked, but in support areas will take the place of the regular police dispatched to aid stricken communities. Twenty States report they have already completed determination of the number of auxiliaries needed.

The FCDA is developing uniform operational techniques for the police services which, together with other technical assistance, is being brought to State and local authorities by means of manuals and guides, training at Federal schools, and direct consultative service. An administrative guide, "Police Services," for organizing the services of civil defense at State and local levels, was published in May 1951, and distributed to civil defense authorities throughout the Nation. "Aids for Police Service Training Officers" and a "Handbook for Auxiliary Police" are nearing completion and will be published early in 1952.



The FCDA is also developing material for the training of police in unexploded bomb reconnaissance. Plans are being made for the continuous inventory of police manpower, supplies and equipment in target areas throughout the country.

The International Association of Chiefs of Police, the National Sheriffs' Association, and State police and sheriffs' organizations are cooperating wholeheartedly with FCDA's efforts to find solutions to civil defense problems involving the law enforcement services of the Nation. FCDA was given the opportunity to participate actively in the National Conference of Police Chiefs. It regularly contributes to the *Police Chief News* and the *National Sheriff*, which provides another means of bringing directly to State and local law enforcement officials latest developments in civil defense.

## THE ENGINEERING SERVICES

An atomic attack on any of our metropolitan areas would disrupt communications and public utility services and cause tons of debris to fall into the streets, blocking access of medical, fire, and rescue teams. The responsibility for coping with these problems lies with the engineering services. They must take all necessary precautions to safeguard water, gas, electricity, and food supplies, and sewage- and waste disposal systems. They must be ready to restore these services after an attack, and to put into effect alternate methods of supply. They must have trained crews with all the equipment needed to clear rubble and debris from the streets quickly and efficiently.

Throughout the Nation existing service organizations of construction, engineering, and public utilities have been enlisted to perform these important civil defense services. The technical trade unions have pledged the support of their members in case of emergency. Tools and personal equipment will also be at the disposal of civil defense.

Typical of the activity of civil-defense agencies throughout the States in organizing effective engineering services is that which is going on in the District of Columbia. Here 90 percent of the employees of the municipal-engineering services and of public-utility companies are to be made available to civil defense in case of an attack. Arrangements have been made whereby private contractors in the District will release their entire resources in manpower and equipment for civil-defense purposes in event of an attack. In all, there are about 15,000 workers available for civil defense engineering duties in the District of Columbia. They include regular municipal employees and employees of utility companies, contractors, and volunteers from various labor unions.

At the national level, FCDA has set up engineering advisory panels to assist in enlisting public and private organizations in the civil defense of our street and highway systems, water and gas supplies, and pier and terminal facilities. These panels, composed of outstanding engineers and technicians and representatives of all the professional societies and organizations in the engineering field, also reviewed four technical manuals prepared by FCDA during the year for the use of civil defense engineering services. Other advisory panels, which will be concerned with engineering problems related to protection and restoration of transportation, electric power, and hospitals and other community facilities, are being created.

Typical of national organizations represented on these panels and others providing advisory service are: The Association of American Railroads, American Association of State Highway Officials, American Gas Association, American Petroleum Institute, American Institute of Architects, American Society of Civil Engineers, Armed Forces Chemical Association, American Water Works Association, Associated General Contractors, Federation of Sewage and Industrial Wastes Association, Institute of Traffic Engineers, Edison Electric Institute, National Society of Professional Engineers, and other diversified groups.

Considerable progress was made during the year in determining manpower and equipment needs for carrying out civil defense engineering duties, and in preparation for a Nation-wide inventory of the quality and quantity of available engineering supplies and their readiness for use in time of emergency.

## THE RESCUE SERVICE

Unlike Great Britain, we have no large-scale background of rescue work in the United States. Existing community emergency services, such as fire, police, and utilities, which in peacetime meet rescue needs, will be taxed even to fulfill their primary responsibilities in the event of attack. Too, these services are neither trained nor equipped to solve the technical rescue problems involved in the release of thousands of persons, many of whom will be injured, from structures which would be collapsed or demolished as a result of an attack by modern weapons. Thus, it is necessary that an entirely new service be built up under each civil defense agency, with the nucleus of the rescue teams drawn from among equipment operators, welders, riggers, etc. Intensive training, under as realistic conditions as possible, must be given to these teams.

In May of 1951, FCDA published an administrative guide for the organization and training of rescue work on a state and local basis. As a further means of assisting the states in providing special training, detailed plans for rescue training facilities and techniques have been developed. So-called "rescue streets" are being established at the FCDA technical schools, and several States are already planning to set up similar facilities to train their rescue teams.

A "Handbook for Rescue Team Members" will be issued by FCDA early in 1952. The "Basic Rescue Manual" now in use in mimeograph form, is to be printed shortly as a reference text for training courses.

By the end of the year the FCDA had procured four model rescue trucks which are being used for demonstration purposes. These vehicles, designed by FCDA, will carry an eight-man team with all necessary rescue tools and equipment. Requests for over 100 of these trucks, to be obtained under the matching funds program for training, have been received from the States.

Tool and equipment requirements have been established and arrangements made by which the States may buy these rescue items under the matching funds program. Many States have filed requisitions for this material. Twelve States report the completion of surveys of rescue equipment, and another 11 have surveys nearing completion.

Five staff members of FCDA have attended the Rescue Training Schools in Great Britain in order that training programs in this country may benefit from the wealth of experience gained by the British in this field in World War II.

## TRANSPORTATION

Adequate transportation facilities to meet emergency civil defense needs are for the most part already in existence. But, if our transportation system broke down following an enemy attack, it is obvious that the whole civil defense effort would be paralyzed. The problem of the Transportation Service is to organize, coordinate, and train existing transportation personnel for most effective use in civil defense problems.

To have effective transport under emergency conditions, competitive forms of transport must be welded into a unified whole. Regulated carriers must be augmented by non-regulated equipment. Plans must be developed for adapting standard vehicles to other uses, such as the conversion of panel trucks and station wagons into ambulances. Emergency supply and repair facilities must be made available. Finally, as in other civil defense services, mutual aid and mobile support



arrangements must be worked out. In all these areas real progress was made during the past year.

Early in 1951, FCDA drafted an interim operating plan to mobilize nationally all types of transportation in case of emergency.

An administrative guide for the emergency transportation plans has been circulated, and numerous technical manuals are in preparation.

Several hundred top executives and other key personnel from all transportation fields, representing both industry and labor, have volunteered to serve at control points whenever an emergency arises.

## Rail

The Association of American Railroads, controlling 1,796,954 cars, is in continuous contact with the FCDA for the utilization of their rolling stock in time of emergency.

## Highway

The American Trucking Association whose members operate almost 5,500,000 heavy trucks and have 11,000,000 employees, have pledged full cooperation with civil defense.

An inventory has been made of 2,400 trucks equipped with two-way radio which can be pressed immediately into civil defense work in time of need.

Almost 68,000 light trucks owned and operated by laundries, linen services, etc., will be used as emergency ambulances through the cooperation of the Textile Maintenance Industries. Some of these trucks already have been adapted with emergency fittings for test exercises. Many other types of light trucks from private industry and associations are being enrolled and adapted in various major cities.

Approximately 90,000 inter-city and transit buses, with 210,000 employees, have been mobilized through the National Association of Motor Bus Operators and the American Transit Association.

Plans are being made with the Defense Transportation Administration to use the Nation's 110,000 school buses for civil defense work if needed.

Of the 150,000 taxicabs now in use, about 70,000 have two-way radio. The American Taxicab Association already has pledged its support to FCDA, and conferences are being held with the National Association of Taxicab Owners.

## Air

A survey of commercial airlines indicated that 1,200 aircraft could be assigned to civil defense transportation in case of need.

An estimated 75 percent of the 60,000 planes not engaged as air carriers over regular routes are available for civil defense activities if required. The Air Transportation Advisory Panel has prepared a guide "Aviation in Civil Defense" for the use of thousands of plane owners and pilots.

## Water

The Coast Guard Civil Auxiliaries are being organized for civil defense, with a potential resource of over 71,000 water craft, 350 planes, 216 radio stations, and over 13,000 individuals.

Agreements have been reached with the Maritime Commission for emergency use of seagoing vessels of all tonnages. The Association of Inland Waterways and the Lake Carriers Association also have agreed to the use of shipping under their jurisdiction.

In all, vessels now available for civil defense transportation total 35,914 manned or directed by 246,000 employees.

## FACILITIES SELF-PROTECTION

During World War I and World War II, the United States was spared from attack on the mainland and consequently our industrial production and the smooth running of our other large facilities were unhampered. A future aggressor with the inter-continental bomber and other means of all-out attack at his command can be expected to strike promptly and heavily. His targets would be the plants and facilities which in two world wars have brought victory to the forces of democracy.

The facilities self-protection program was established to develop plans and action for the protection of the Nation's large facilities and their personnel, and for the emergency restoration of those facilities in the event of attack.

FCDA has participated with the States in offering guidance and help in the development, installation and operation of self-protection organizations in industrial plants, institutions and other facilities.

FCDA also has assisted in the development of State plans covering facilities self-protection activities, and has advised in the expenditure of private funds for civil-defense purposes. Research has been

conducted in various industrial and institutional areas to develop protection programs based on specific needs.

Meetings and conferences of major national and regional organizations having operational interests in facilities self-protection have been participated in by FCDA personnel.

Technical assistance has been given in developing and reviewing data for trade publications, films, film strips, and visual aids.

The administrative guide, "Civil Defense in Industry and Institutions," was published in August 1951, and a manual covering civil defense in schools has been completed.

Work is progressing on other manuals concerning civil defense in colleges, hospitals, office buildings, apartment houses, department stores, hotels, and civil defense firemanship for facilities.

A technical training course for facilities self-protection program administrators is nearing completion.

Neighboring plants in highly industrialized areas are being encouraged to pool their fire-fighting, demolition, and first-aid equipment. For example, 10 large plants within a few square miles in Harrison, N. J. have agreed to lend one another their disaster equipment and trained personnel in event of emergency. Extra hose, protective clothing, chain hoists, welding equipment, medical supplies, and trucks are available to all under this plan. CD coordinators work with management security committees and advisory groups to insure team action. The value of such cooperation in peacetime disasters indicates that such set-ups will become a permanent part of industrial planning.

Coordination of industrial security is being accomplished through participation with other Federal agencies in the activities of the Facilities Protection Board of the National Security Council. Detailed operating plans for the self-protection of the Legislative Branch of the Federal Government have been completed.

## THE WARDEN SERVICE

The job of today's civil defense wardens is very different from that of the air-raid warden in World War II. Today wardens must be specialists in first-aid, fire-fighting, and rescue techniques. They must know what to do when an attack comes, and they must be able to show others what to do. They are the link between the civil defense organization and the people.

It is well known that in many fields there are not sufficient professional and technical people even in peacetime. After the Armed



Forces take a sizable part of the doctors, nurses, engineers, communications experts, firemen, policemen, etc., from our present forces, the number remaining for civil defense work must be spread rather thin. The only way to make up for this loss is by training large numbers of volunteers in simple civil defense tasks, and also in training the man on the street and his family in basic techniques of self-protection. The warden service supervises this training.

Probably the largest single group of volunteers in civil defense will be in the warden service. In all, about 4 million wardens must be recruited and trained, of which over 50 percent will probably be women. During the past year a good start has been made in staffing warden organizations throughout the country.

The organizational structure of the warden service was defined in the administrative guide, published by FCDA in August 1951, for use at the local, State and regional levels. The "Warden's Handbook," published in December 1951, was produced to meet the needs expressed by the State and local personnel and describes the functional and operational aspects of the warden's duties. Now in production is a technical manual which describes the methods and techniques to be used by fire wardens, evacuation wardens, and rescue wardens.

Standard specifications and tables of equipment for the warden service have been prepared, and surveys are being made of existing equipment.

In addition to the courses offered at the Federal civil defense training schools, many States and municipalities have organized and are operating warden training courses of their own.

## WAREHOUSING AND SUPPLY

An atomic attack upon any city would create a need for more medical supplies and equipment than any city or region could be expected to have on hand. Other emergency supplies—bedding and clothing, engineering equipment, etc.—would be needed in tremendous quantities.

Target communities should be prepared to meet their immediate needs for the first few hours after an attack. These local stores would be supplemented by supplies rushed in from the nearest Federal civil defense warehouse. Under this plan it would be unnecessary to attempt to store sufficient supplies in every critical target area to take care of any contingency.

Six warehouses, ranging from 25,000 square feet to 10,000 square feet in area, have been selected. Four more will be selected in the near future. An additional 48 warehouses will be required by June 30, 1953.

Federal agencies with specialized buying experience in certain fields are being utilized by the FCDA in order to get the most possible use from the civil defense dollar. As mentioned earlier in this report, the Armed Services Medical Procurement Agency is buying medical supplies and equipment for use by FCDA and the State civil defense agencies while the General Services Administration is handling the purchasing of other supplies.

This purchasing covers emergency supplies and equipment to be stored in FCDA warehouses as well as organizational and training equipment being procured for the States on a matching fund basis. Although those items are to be owned by the States and communities, most of the purchasing is done by FCDA for the States. This promotes economy and standardization. The State may purchase its own items. If this is done, the Federal contribution toward the cost is no greater than if the Federal government had made the purchase.

By June 30, 1952, purchases for the medical program will total almost \$90,000,000. Of this over \$50,000,000 will be used to purchase medical supplies to be stored in FCDA warehouses for emergency use.

The remainder, almost \$40,000,000, will be for first-aid supplies and equipment to be stored by the States and communities. Half of the cost of these items will be borne by the States and communities and the other half by the Federal Government.

In addition, purchases of emergency engineering supplies to be stored in FCDA warehouses will reach a total of \$6,000,000 by June 30, 1952.

The storage of emergency supplies and equipment for civil defense presents two major warehousing problems. Supplies must be warehoused in such a way that they are immediately available at time of emergency. This requires "unitizing." Instead of all items of a given type, such as surgical instruments, being stored in one area of the warehouse, items making up a unit are stored together. For example, present plans call for storage of medical supplies and equipment in units necessary for a 200-bed emergency hospital.

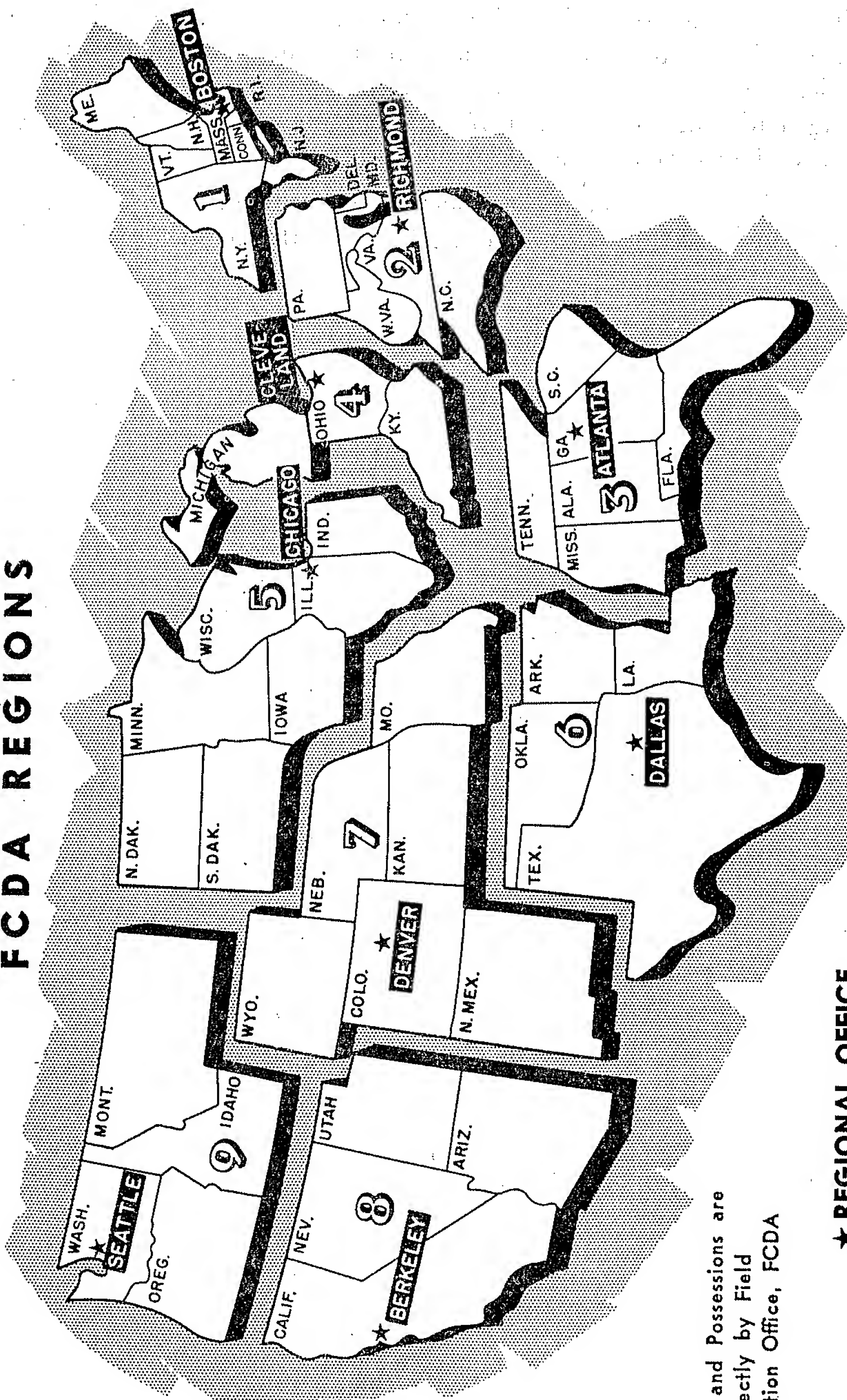
The States are being encouraged in storing their first-aid supplies and equipment to set up those supplies in units, each of which would be sufficient to care for 1,000 casualties.

The second major problem is rotation of perishable medical supplies. Certain drugs and other medical supplies, and particularly the antibiotics such as penicillin, lose their effectiveness with age. Plans are being made for the rotation of such perishable items by exchanging them with other Government agencies.

The State civil defense agencies are also making provisions for rotation of antibiotics with the State hospitals and other institutions.



# FCDA REGIONS



Territories and Possessions are  
Served directly by Field  
Administration Office, FCDA

★ REGIONAL OFFICE

## THE STATES, CITIES AND TOWNS MOVE AHEAD

The most dramatic single event of civil defense in 1951 came on Wednesday, November 28. This was New York's first city-wide daytime exercise. Here is how the New York Times viewed it in its next day's newspaper.

"New Yorkers, shaking off the apathy and indifference that have marked their thinking about civil defense, staged an air-raid drill yesterday that most observers agreed was remarkably successful.

"Within two minutes after the alert was sounded at 10:33 a. m. for the first city-wide daytime exercise, buses and street cars, trucks, taxicabs and pleasure cars were at a standstill and their occupants, together with pedestrians, were in shelters or rapidly disappearing from view.

"With horns silenced and other noises stilled, an eerie quiet settled on the streets, deserted except for policemen and a few defense workers. It lasted until the first wailing note of the all-clear was heard at 10:43 a. m. and then within seconds the city bustled back into life and New Yorkers went about their affairs as if nothing unusual had happened.

"In schools and hospitals, on the subways and elevated lines, in railroad terminals, office and industrial buildings and in most residential areas the drill went off smoothly and with no signs of panic."

It was only the vast size of the New York raid test that made it any more dramatic than hundreds of other tests throughout the country. As civil defense moved from the skeleton blueprint stage, more and more tests were held throughout the country. They were tests of equipment, of control centers, of fires and rescue teams, of mobile support units. They were held in schools, in hospitals, in industrial corporations, and public buildings. Each added to the experience and discipline of the participants and the spectators. Each contributed its small share to saving life and property when attack should come.

Great organizational skill and strong leadership qualities were demonstrated by civil defense officials in many States and cities during 1951. Faced by the difficult and often thankless task of setting up a strong civil defense within their own borders, they displayed outstanding qualities of energy, perseverance and understanding in bringing home to their own citizens the perils we face as Americans and the steps we must take to minimize those perils. In 1951 no less than 38 States and Territories advanced their civil defense organizations to the point where they were able to undertake major test exercises—a notable achievement within a single year.



Civil defense training and know-how were not limited to use in practice exercises. Increasingly, as 1951 developed, civil defense people put their skill to work in helping meet local disasters and save lives.

For example, in May, the Fort Wayne civil defense unit acted successfully in a plane tragedy. Mobile units handled rescue and traffic communications.

In June, civil defense helped Richmond cope with a tornado which struck the city. In Bath, N. Y., auxiliary policemen and firemen trained under the civil defense program helped regular police handle traffic, kept crowds from hampering efforts of firemen fighting a \$100,000 fire.

In July, the gigantic Missouri and Kansas flood furnished hundreds of opportunities for using civil defense knowledge.

In September, a skyline fire in Washington County of Oregon tested newly devised civil defense plans.

In October, in the District of Columbia, 40 civil defense recruits got an unexpected lesson in a rescue on the Anacostia River when a pleasure boat overturned and members of the District of Columbia emergency fire force of civil defense rescued the skipper.

In December, for the third time this year, civil defense amateur radio operators in New Jersey were linked together in a major disaster. Within 15 minutes after a plane crash in Elizabeth, three amateur operators of the New Jersey division of civil defense were on the job and had established direct contact with the State civil defense patrol headquarters of Governor Driscoll.

In December, in Chicago and a number of other places, civil defense corps volunteers aided police, firemen and traction company workers in clearing the streets during the heavy snowstorms.

One year ago, civil defense in the cities and towns was at best in the paper planning stage. Tests and exercises could not have been held without tremendous confusion. Examples of local resourcefulness were few.

One year has seen a marked change in the States and cities and the spirit in which they approach the future is reflected in this resolution of the American Municipal Association in December 1951:

*"Resolved further, That the American Municipal Association urge the cities of the United States to forge ahead with their own programs, to exchange information among themselves on the progress of their work, to create mutual defense arrangements, to organize mobile battalions and to do all within their power to establish fully operative civil defense organization both in the short run and long run"*



## ORGANIZATION OF THE FEDERAL CIVIL DEFENSE ADMINISTRATION

The organizational pattern of FCDA has been established with the objective of providing the most economical and effective means of carrying out its responsibilities as assigned by the Civil Defense Act.

*National Headquarters.* There are seven major offices in the organization, each headed by an Assistant Administrator. In general, the Offices of Technical Services, Health and Welfare, Operational Services, Volunteer Manpower, and Training and Education develop plans, policies, and procedures relating to the essential civil defense services, and provide needed assistance in the organization and operation of State programs. Responsibility for developing and coordinating the broad policies and programs of FCDA rests with the Office of Plans and Policies. The Management Office is responsible for budget and other fiscal activities of the Administration, for providing administrative and personnel services, and for maintaining security safeguards.

The Public Affairs Office, headed by a Director, is responsible to the Administrator for developing and administering the public education and technical information program. All legal functions within the FCDA are performed by the General Counsel's Office. The Field Administration Office is charged with assisting the Administrator in directing the regional offices of FCDA.

Public Law 920 established a Civil Defense Advisory Council for the purpose of advising the Administrator on general or basic policy matters related to the program. The Council consists of the Administrator as Chairman and 12 other members appointed by the President. Half of the Council members are representatives of State and local governments, and the remainder are appointed from the general public on the basis of their qualifications and interest in matters affecting the national interest. Appointed members were:

Honorable Frederick G. Payne, Governor of Maine

Honorable Val Peterson, Governor of Nebraska (to succeed

Hon. Luther W. Youngdahl, Governor of Minnesota)

Honorable Frank Lausche, Governor of Ohio

Honorable Martin H. Kennelly, Mayor of Chicago

Honorable David L. Lawrence, Mayor of Pittsburgh

Honorable William S. Devin, Mayor of Seattle

Dr. Mary McLeod Bethune, Daytona Beach, Fla.

Dr. Lillian M. Gilbreth, Montclair, N. J.

Mr. Harry Darby, Kansas City, Kans.

Mr. Silliman Evans, Nashville, Tenn.

Mr. George J. Richardson, Washington, D. C.

Mr. Robert L. Smith, Los Angeles, Calif.

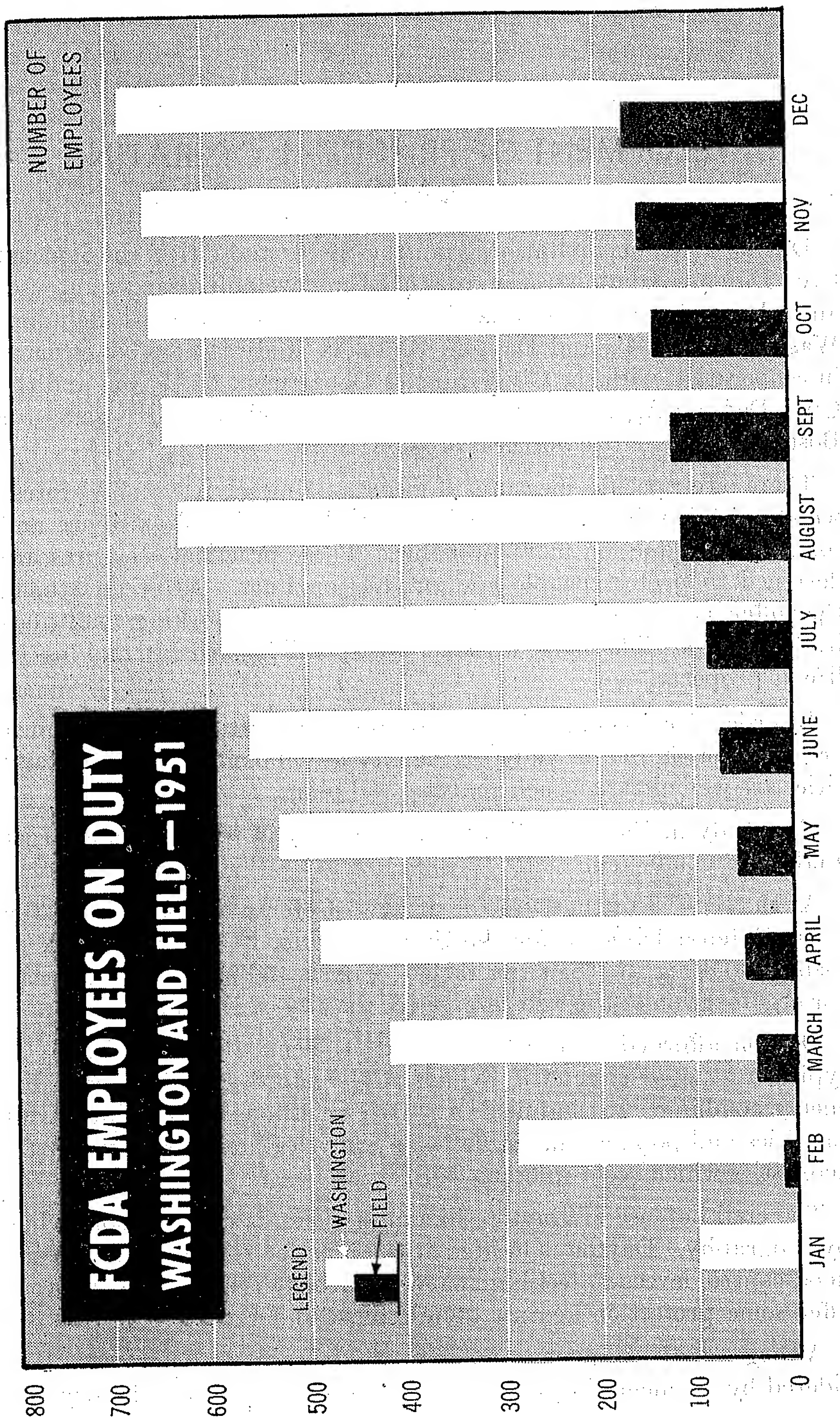
*Regional Organization.* The nine regional offices of FCDA serve as the means through which plans, policies, guides, and other assistance are brought to the State and local governments. This channel of communication is in no sense one-way. National planning must in large measure be based upon information that the regional office obtains through its constant contacts with State and local authorities, by means of which the adequacy and effectiveness of all aspects of the civil defense program can be appraised.

The regional offices are authorized staffs representing all of the operational and technical services of FCDA. This makes possible the decentralization of many activities to the field which is particularly important to insure, in the event of emergency, necessary coordination of programs across State lines. At present the District of Columbia and the Territories and possessions are not included within the regional organization, but are served directly by the Field Administration Office.

*Administrative Staff.* One of the most difficult problems facing the FCDA during its first year was in getting a vast and complicated program under way promptly and effectively and at the same time building up its staff with the highly skilled persons needed to plan, administer, and guide such a program. Although experienced people were obtained from among career employees in other government agencies, it was necessary in many instances to call upon private industry and professional groups in order to get personnel with special skills in a wide variety of occupational areas. Electronics experts, police chiefs, newspaper editors, college presidents, leading doctors, experienced engineers and many other leaders in technical and management jobs were employed. After recruitment, employees were given intensive orientation and in-service training including, for many key personnel, courses at the FCDA Staff College. The tempo of this recruitment program is indicated by the fact that on February 1 there were only 100 full-time employees, while 859 were on the rolls by the end of the year.

The Federal Civil Defense Administration is now a small organization and will remain so. The guiding principle in FCDA's recruiting program has been that by obtaining persons with the best possible qualifications, the number of employees can be kept to a minimum.







## DEVELOPMENT OF PRACTICAL OPERATING PLANS

During 1951, on invitation from the States and cities, the Federal Civil Defense Administration took part in developing target analyses and plans of tactical organization for a number of cities including Washington, D. C., and Dayton, Ohio. A study is now being made in cooperation with the Civil Defense Department of Boston and the Civil Defense Agency of Massachusetts to develop similar plans for Boston and the entire northeast region.

There are specific measures for organizing civil defense forces which, if taken before an attack, can make continued existence and continued production more probable. These practical measures are designed to protect people and production lines. After an attack, they offer means for return to tolerable living and working conditions in the least possible time—with the least possible hardship and loss of life or property.

In order for a community to develop an operational plan it must first make a thorough study of the city as a possible target. Many cities are well along on such analyses and plans.

The study in Dayton will illustrate the way in which such a target analysis is conducted.

At the request of the Director of Civil Defense of Dayton and the Civil Defense Director for the State of Ohio, FCDA undertook to assist in making an urban area target analysis and in preparing a plan for organization of the web defense for the city of Dayton.

Dayton afforded an excellent "type problem" for analysis. It is typical of many other cities which might afford specific targets for enemy bombing. It contains heavy concentrations of both industrial facilities and population. It has many physical and municipal characteristics which occur in other U. S. cities.

The civil defense of Dayton, like most cities, is dictated somewhat by geography. Dayton is located at the junction of three rivers, with flood-control levees 20 feet high curving through the city. Hilly areas offer some protection against atomic blast and radiation.

A target analysis was first made to study the factors normally considered by an enemy in planning for attack. Population density, oc-

cupancy zones or land use patterns, building density, building construction, fire susceptibility, industrial installations and utilities were all carefully considered in this analysis. After the Dayton civil defense personnel collected the required data, the various types of information were indicated on maps—a separate map being used for each characteristic.

Next came a survey of plant locations and the highway communication lines that serve them. Such utilities as gas, water, and electricity were taken into account, because if they were knocked out the plants could not operate. After that, it was necessary to map the location of such important community facilities as fire stations, police stations, hospitals and infirmaries, schools, churches, and morgues.

Studies showed that the greatest concentration of population occurs in Dayton during the daylight hours when employees of the many important local industries are at work. Two “nominal” atom bombs would be needed to destroy the city’s major industrial facilities. It was estimated that of the 243,000 people who would be exposed to the effects of the two bombs, approximately 83,000 would be killed or injured. Of these, 28,000 would be killed outright and 14,000 would be so seriously injured that they would die later. Some 41,000 people would be hurt but would recover.

These figures would be revised downward, however, with the adoption of adequate civil defense measures, including the installation of an efficient warning system, the selection and marking of adequate shelters, and the thorough education of the public in self-protection measures—all of which are now under way in Dayton.

Obviously, there would not be enough manpower and equipment *within* the disaster areas of Dayton to meet the demands of such an emergency. However, the disaster could be combated from all sides. To do this, it would be necessary to distribute and maneuver the available civil defense services to the best effect.

A “web defense” plan was worked out for the city. Under this plan, the highways leading into the target areas, like the spokes in a spider web, cut the city into triangular zones. Cross-town highways circling the target then complete the web effect and are used to shift mobile forces around the edges of the disaster zone.

The first job in case of attack on the city would be to determine the extent of the damage in order to direct help to places where it would be most needed. Plans have been made in Dayton to determine as soon as possible the centers of damage, the condition of roads and bridges leading to the area, the extent of fire and radioactive contamination, and the effect of casualties on the local civil defense services,

Through a formula worked out by the FCDA staff it was estimated that 21,870 *organized* civil defense volunteers would be required within Dayton itself to combat the effects of a single bomb. For two bombs an additional 2,256 organized volunteers would be required, mainly for health and special weapons defense and the rescue service. To these would be added all personnel regularly employed in engineering, welfare, health and medical, police, fire, and transportation work, plus all clergymen. The total required civil defense personnel, therefore, would amount to approximately 40,000 persons.

Since organized civil defense volunteers may be expected to suffer the same ratio of losses as the rest of the population, in order to have 40,000 effective workers after an attack it was agreed that there should be approximately 66,700 trained civil defense workers for Dayton.

It is further expected that many civil defense workers in Dayton would suffer from exposure and fatigue in the course of their duties. Therefore, reinforcements from outside the target area would have to be brought in to take over their jobs. These reinforcements would be obtained from other areas of the State in the form of mobile support groups.

These groups, capable of moving long distances to assist a disaster area, would consist of fresh, trained personnel organized into rescue and relief units. They would bring their supplies and equipment with them from their home bases.

There exists within Dayton and the mutual-aid areas surrounding the city much material that could be used by the civil defense services in an emergency. The need for additional equipment and supplies was determined in advance by laying out tables of organizations and equipment.

This quick summary cannot, of course, describe in detail the organization of all the civil defense services in Dayton; the maps, charts, and tables required; the numerous surveys that have been made or must still be made to verify the amount of material and manpower available; or the steps that have been taken to assure that everything is in the right place at the right time if disaster strikes.

The ideal toward which Dayton civil defense officials and FCDA staff members strove was a framework around which may be assembled and published an operational plan. It was not necessary to wait until the entire plan had been formulated before putting the finished parts in action. Indeed, planning is a continuing process and changes can be made in parts of the outline without disturbing the whole. Instructions for each service will be published separately.



On the basis of civil defense experience in England and elsewhere under combat conditions, many facts are known to our planners in advance. For example, well-organized civil defense work cannot be expected to get under way within less than an hour after an attack. The fire services require access to points a mile from ground zero from at least four sides, and highway clearance for this operation requires two hours.

The medical service needs access to within 1,500 feet of all points within the disaster area, because litter bearers cannot carry casualties a greater distance with any efficiency. Such access should be established within six hours after an explosion if the injured are to be saved. Selected streets must be opened initially for a 10-foot width, and clearance crews will encounter debris averaging 4 feet in depth in areas near ground zero. Extra equipment must be rushed in within one hour after the explosion in order to open vital routes for the fire, medical, and rescue services within the 2-hour deadline.

These figures give some idea of the need for locating and planning the emergency use of every available piece of equipment *before* disaster strikes.

## CIVIL DEFENSE IN OTHER COUNTRIES

Civil defense is not a problem unique to the United States. In World War II many countries in the world had first hand experience with the need for civil defense capable of meeting enemy attacks including heavy bombing with high explosives and incendiaries. One country felt the force of atomic weapons.

All countries now understand that atomic weapons have added a new dimension to the need for full civil defense.

Among our neighbors, Canada is most active in developing civil defense. By late 1951 the Canadian Government was beginning a \$2,250,000 program to stockpile essential and scarce medical supplies in strategic points near potential target areas. Many provinces of Canada are entering into mutual aid agreements with other bordering States. They are working to make sure that if war comes civil defense will operate as though there were no frontier between our two countries.

Several countries of the North Atlantic Treaty Organization have shown great interest in civil defense. They are well along in planning, in training and in actual organization.

### GREAT BRITAIN

England, with the experience of World War II to draw on, is far ahead (the continental countries) in this regard. Civil defense in Great Britain has been placed on a permanent basis under the Home Office. There is a complete system of interlocking liaison with the Ministries of Health, Food, and Defense. The Civil Defense Corps is a permanent body of about 150,000 members, and this organization will be the nucleus for training 500,000 volunteers, which will be augmented in time of war by some 16 million volunteers.

The British have a Civil Defense Staff College and three Civil Defense Training Schools for the various services of fire-fighting, rescue, engineering, health, and welfare. Much research has been done on shelter design, and a large program of shelter construction is well under way. A plan for evacuation of the large cities has been prepared, and the air raid warning system is in place and functioning. Relations between British and United States Civil Defense officials are excellent. There has been an exchange of students between the two Staff Colleges, and each organization keeps the other informed on broad developments, as well as technical details.

## SWEDEN

Sweden has a civil defense organization which has been in continuous existence since 1938. Sweden has already established underground command posts for civil defense. These are provided with air-conditioning, anti-gas filters, auxiliary power generators, gas-tight doors, and decontamination chambers. For the general population Sweden has many well-constructed and spacious underground shelters. All large buildings and factories must have shelters. The entire cost of public shelters is borne by the national government, which also contributes 66 percent of the cost of many semipublic types of shelter. Sweden now has shelters for 27 percent of its people.

Out of its population of seven million people, Sweden has some 900,000 serving in civil defense. Civil defense is under the Department of the Interior and extends down through the 25 Provinces or counties. They are this year operating on a budget of more than 9 million dollars. Civil defense training starts in schools when students reach the age of 14. The organization includes a central school and 25 provincial schools. A complete evacuation scheme for all nonessential personnel has been worked out, and the reception zones are organized and ready.

All fire-fighting equipment and personnel in Sweden are subject to civil defense orders in case of attack. By law, the population may be conscripted for civil defense even in peace time, but this has not been enforced, since enough people have volunteered to fill the ranks. Some 900,000 are in this category.

## NORWAY

The Norwegian civil defense organization works on a regional and county basis under the Norwegian equivalent of the Interior Department. There is a central school, through whose 2-week courses several thousand leaders have passed. The basis of operations is the mobile column, of which there is one in each county located outside of possible target areas, and fully equipped on a standby basis.

All new construction is required by law to include shelter areas. Norway is constructing tunnel-type shelters in every town of 10,000 population and over. When completed they will accommodate 20 percent of the population and will be so placed that no person in a town or city will have to travel more than 500 yards to reach shelter. Under existing laws in that country, every factory employing more than 50 workers must provide either a tunnel or basement shelter.



## DENMARK

Denmark's organization is under the Interior or Home Office, and its Civil Defense Corps is being built up by a plan whereby 1,200 men are chosen each year from among its regular inductees and given 10 months' training in civil defense. These form the nucleus of a volunteer organization. It now stands at 100,000 and it is hoped the total number will reach 600,000. The Danes intend to invest about 40 million dollars in civil defense, and have already voted about one-half that amount for shelters and organizational equipment. They now have some 5,000 shelters with room for about 250,000 persons. These shelters are of concrete, covered with 3 feet of soil and designed to withstand anything short of a direct hit by an atomic bomb.

## OTHER COUNTRIES

Holland has voted 6½ million dollars for civil defense in 1952 and Belgium has doubled its budget of last year to nearly 10 million dollars for civil defense. In France large sums for civil defense have not been appropriated. However, organization and planning are well advanced. Germany is issuing public information booklets on what to do and conducting surveys of existing shelters. The Germans also are preparing a law requiring shelters in all new homes and other buildings. Their civil defense organization is being patterned after that of England and the United States.

## RUSSIA

The U.S.S.R. is well along in developing civil defense. The Soviets recently announced that they had merged three civil defense training organizations into one. They gave it a new title—"DOSAAF"—which means "Voluntary Society for the Aid of the Army, Air Force, and Navy." At the same time the Kremlin called for an "intensification of civil defense work throughout the Soviet Union," and ordered "special attention to organization of groups in villages so that not even a single collective farm, state farm, or machine tractor station would remain without a civil defense group."

Col. Gen. Vassily Kuznetsov, who heads Soviet civil defense, called this merger "a great political undertaking aimed at eliminating duplication in leadership, strengthening the ranks, and improving the organization of mass military, athletic and educational work among the members of the Society and the population as a whole."

Civil defense in Russia has been expanding steadily since 1935 when 2½ million people took part in civil defense exercises.

In 1947 when the Soviet civil defense again held major exercises there were reported some 20 million civilian participants. Soviet civil defense is, of course, "voluntary."

Since 1947 the Soviet is reported to have trained 22 million civil defense workers. Twenty million CD workers are said to have taken part in the 1947 exercises.

The best estimate is that 22 million Russian civilians today are trained and organized in civil defense for the Russian home front.

## ADVISORY COMMITTEES

In all phases of civil defense, the Federal Civil Defense Administration seeks the advice and guidance of specialists and experts. A total of 30 advisory committees and panels was established during 1951 in addition to the Civil Defense Advisory Council which was established by the Federal Civil Defense Act of 1950.

These advisory committees consist of representatives of labor, industry, professional and trade associations, universities, State and local governments, and other organizations. These representatives meet with FCDA officials and make recommendations based on years of experience. These committees provide specialized assistance in areas such as the following:

- Air Transportation.
- Communications (General).
- Emergency Clearance and Repair of Streets, Highways and Airfields Under Disaster Conditions.
- Emergency Clearance of Harbors and Inland Waterways.
- Emergency Protective Storage, Handling and Use of Noxious Chemicals and Flammable Liquids.
- Emergency Repair and Operation of Water Facilities in Disasters.
- Emergency Repair and Restoration of Terminal and Pier Facilities.
- Emergency Repair of Hospitals, Community Facilities and Dwellings.
- Emergency Repair of Railroad Facilities in Disasters.
- Emergency Restoration of Gas Facilities.
- Emergency Restoration of Power Facilities.
- Emergency Welfare Services.
- Evacuation Planning.
- Fire Services.
- Health and Special Weapons Defense.
- Highway Transportation.
- Milk Sanitation.
- Nursing.
- Police Services.
- Radio Communications.
- Rail Transportation.
- Religious Aspects of Civil Defense.



Sewage and Waste Disposal in Disasters.  
 Shelters and Other Protective Facilities.  
 Street and Highway Traffic Regulation Control.  
 Telegraph Communications.  
 Transportation (General).  
 Training and Education.  
 Warning Devices.  
 Water Transportation.  
 Women's Participation in Civil Defense.

This beginning is being augmented by the development of additional essential advisory groups to assure representation of American skill and experience in the solving of critical civil defense problems.

In addition to representatives of the various Federal agencies participating in civil defense, representatives of more than 200 national and local organizations are members of FCDA advisory committees. The organizations represented are these:

Acacia Mutual Life Insurance Co.  
 Adult Education Association of America.  
 Aeronautical Training Society.  
 Aircraft Industries Association of America, Inc.  
 Aircraft Owners and Pilots Association.  
 Air Line Pilots Association.  
 Airport Operators Council.  
 Air Transport Association of America.  
 Akron, Ohio, Bureau of Water and Sewage.  
 American Association of Airport Executives.  
 American Association of Social Workers.  
 American Association of University Women.  
 American Chemical Society.  
 American Concrete Institute.  
 American Council on Education.  
 American Dietetic Association.  
 American Federation of Women's Auxiliaries of Labor.  
 American Foundation for the Blind, Inc.  
 American Gas Association.  
 American Home Economics Association.  
 American Hospital Association.  
 American Institute of Architects.  
 American Institute of Steel Construction.  
 American Legion.  
 American Legion Auxiliary.  
 American Medical Association, Women's Auxiliary.

American National Red Cross.  
American Petroleum Institute.  
American Prison Association.  
American Protestant Hospital Association.  
American Public Health Association.  
American Public Welfare Association.  
American Radio Relay League.  
American Short Line Railroads.  
American Society of Civil Engineers.  
American Telephone & Telegraph Co.  
American Transit Association.  
American Trucking Association.  
American Waterways, Inc.  
American Water Works Association.  
Armed Forces Chemical Association.  
Associated General Contractors.  
Association of American Railroads.  
Association of Junior Leagues of America.  
Atchison, Topeka & Santa Fe Railway.  
Automotive Safety Foundation.  
Aviation Distributors and Manufacturers Association.  
Baptist Joint Public Affairs Committee.  
Berkeley, Calif., Police Department.  
Brooklyn Union Gas Co.  
California State Civil Defense Agency.  
California State Division of Highways.  
California State Department of Health.  
Camp Fire Girls, Inc.  
Caterpillar Tractor Co.  
Chamber of Commerce of the United States.  
Chicago, Ill., Sanitary District.  
Chicago, Ill., Superintendent of Schools.  
Child Welfare League of America, Inc.  
Christian Science Monitor.  
Colorado State Department of Public Health.  
Community Chests and Councils of America.  
Community Service Society of New York.  
Connecticut State Civil Defense Agency.  
Connecticut State Department of Health.  
Corporation Aircraft Owners Association, Inc.  
Dahlman Construction Co.  
Dairy Industries Committee.  
De Laval Separator Co.

Denver, Colo., City Health Department.  
Denver, Colo., Superintendent of Schools.  
Democratic National Committee, Women's Division.  
Department of National Health and Welfare, Ottawa, Canada.  
Des Moines, Iowa, Water Works.  
Detroit, Mich., Civil Defense office.  
Detroit, Mich., Department of Public Works.  
Detroit, Mich., Superintendent of Schools.  
Detroit Edison Co.  
District of Columbia Department of Sanitary Engineering.  
District of Columbia Police Department.  
Eastman Kodak Co.  
E. I. Du Pont de Nemours & Co., Inc.  
Federal Enterprises Corp.  
Federation of Sewage and Industrial Wastes Associations.  
Fisher Body Works.  
Ford Motor Co.  
Frank N. Cooper Co.  
General Electric Corp.  
General Federation of Women's Clubs.  
General Motors Corp.  
Genessee Hospital.  
George Peabody College for Teachers.  
Girl Scouts of America.  
Illinois State Department of Public Health.  
Indiana State Department of Public Health.  
Indiana University.  
International Association of Fire Chiefs.  
International Association of Fire Fighters, American Federation  
of Labor.  
Joint Board of Six National Nursing Organizations.  
Kimberly-Clark Corp.  
Koss Construction Co.  
Laclede Gas Co.  
Ladies Home Journal.  
Lake Carriers Association.  
Life Magazine.  
Los Angeles, Calif., Fire Department.  
Los Angeles, Calif., Superintendent of Sewer Maintenance.  
Loyal Order of Moose.  
Lutheran Church—Missouri Synod.  
Magnolia Petroleum Co.  
Maryland State Health Department.



Massachusetts Department of Public Health.  
Miami, Fla., Civil Defense office.  
Michigan Consolidated Gas Co.  
Michigan State Department of Health.  
Michigan State Police.  
Milk Industry Foundation.  
Milwaukee, Wis., Civil Defense and Disaster Committee.  
Missouri Pacific Lines.  
Missouri State Division of Health.  
Missouri Water Co.  
Moore-McCormack Lines, Inc.  
Motorola Inc.  
Nashville, Tenn., Plans Engineer.  
National Aeronautics Association.  
National Air Council.  
National Association of Deans of Women.  
National Association of Motor Bus Operators.  
National Association of State Aviation Officials.  
National Association of Taxicab Owners.  
National Aviation Trades Association, Inc.  
National Board of Fire Underwriters.  
National Catholic Welfare Conference.  
National CIO Community Services Committee.  
National Conference of Catholic Charities.  
National Committee for Utilities Radio.  
National Congress of Parents and Teachers.  
National Council of the Churches of Christ in the United States.  
National Council of Catholic Women.  
National Council of Jewish Women.  
National Council of Negro Women.  
National Federation of Business and Professional Women's Clubs.  
National Fire Protection Association.  
National Flying Farmers Association.  
National Home Demonstration Agents Association.  
National Industrial Conference Board.  
National League of Nursing Education.  
National Organization for Public Nursing.  
National Social Welfare Assembly.  
National Society, Daughters of the American Revolution.  
National Society for Crippled Children and Adults.  
National Travelers Aid Association.  
New Jersey State Department of Public Health.  
New Jersey State Police.

New Orleans Public Service, Inc.  
New York City Police Department.  
New York State Department of Health.  
New York State Department of Public Works.  
New York University.  
Northwestern University.  
Ohio State Department of Public Health.  
Oklahoma City, Okla., Water Department.  
Pacific Gas & Electric Co.  
Pennsylvania Railroad.  
Phillips Petroleum Co.  
Pittsburgh Courier.  
Port of New York Authority.  
Portland Cement Association.  
Producer's Council, Inc.  
Pullman Co.  
Radio Committee of the International Municipal Signal Association.  
Republic Natural Gas Co.  
Republic Steel Corp.  
Republican National Committee, Women's Division.  
Rockford, Ill., City Engineer.  
St. Louis County, Mo., Water Co.  
Salvation Army.  
Seattle, Wash., Police Department.  
Southern Baptist Executive Board.  
Southwest Power Pool.  
Springfield, Mass., Police Department.  
Standard Properties, Inc.  
Stanolind Gas & Oil Co.  
State and Territorial Health Officers Association.  
State-Use Industries, Baltimore, Md.  
Sun Oil Co.  
Synagogue Council of America.  
Tennessee Department of Public Health.  
Tennessee Gas Transmission Co.  
Texas Eastern Transmission Corp.  
Textile Maintenance Industry.  
Thompson Products, Inc.  
Transcontinental Gas Pipe Line Corp.  
Travelers Insurance Co.

Truscon Steel Co.  
Tuskegee Institute.  
Union College, N. Y.  
University of Minnesota.  
Washington, D. C., Gas Light Co.  
Washington State Department of Public Instruction.  
Western Actuarial Bureau.  
Western Union.  
Westinghouse Electric Corp.  
West Virginia State Department of Health.  
Wisconsin Electric Power Co.  
Wisconsin State Department of Public Health.  
Wisconsin State Department of Transportation.  
Yale University.



[PUBLIC LAW 920—81ST CONGRESS]

[CHAPTER 1228—2D SESSION]

[H. R. 9798]

AN ACT

To authorize a Federal civil defense program, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Federal Civil Defense Act of 1950."*

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#### DECLARATION OF POLICY

SEC. 2. It is the policy and intent of Congress to provide a plan of civil defense for the protection of life and property in the United States from attack. It is further declared to be the policy and intent of Congress that this responsibility for civil defense shall be vested primarily in the several States and their political subdivisions. The Federal Government shall provide necessary coordination and guidance; shall be responsible for the operations of the Federal Civil Defense Administration as set forth in this Act; and shall provide necessary assistance as hereinafter authorized.

#### DEFINITIONS

SEC. 3. As used in this Act—

(a) The term "attack" means any attack or series of attacks by an enemy of the United States causing, or which may cause, substantial damage or injury to civilian property or persons in the United States in any manner by sabotage or by the use of bombs, shellfire, or atomic, radiological, chemical, bacteriological, or biological means or other weapons or processes;

(b) The term "civil defense" means all those activities and measures designed or undertaken (1) to minimize the effects upon the civilian population caused or which would be caused by an attack upon the United States, (2) to deal with the immediate emergency conditions which would be created by any such attack, and (3) to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack. Such term shall include, but shall not be limited to, (A) measures to be taken in preparation for anticipated attack (including the establishment of appropriate organizations, operational plans, and supporting agreements; the recruitment and training of personnel; the conduct of research; the procurement and stockpiling of necessary materials and supplies; the provision of suitable warning systems; the construction or preparation of shelters, shelter areas, and control centers; and, when appropriate, the nonmilitary evacuation of civil population); (B) measures to be taken during attack (including the enforcement of passive defense regulations prescribed by duly established military or civil authorities; the evacuation of personnel to shelter areas; the control of traffic and panic; and the control and use of lighting and

civil communications); and (C) measures to be taken following attack (including activities for fire fighting; rescue, emergency medical, health and sanitation services; monitoring for specific hazards of special weapons; unexploded bomb reconnaissance; essential debris clearance; emergency welfare measures; and immediately essential emergency repair or restoration of damaged vital facilities);

(c) The term "organizational equipment" means equipment determined by the Administrator to be (1) necessary to a civil defense organization, as distinguished from personal equipment, and (2) of such a type or nature as to require it to be financed in whole or in part by the Federal Government. It shall not be construed to include those items which the local community normally utilizes in combating local disasters except when required in unusual quantities dictated by the requirements of the civil defense plans;

(d) The word "materials" shall include raw materials, supplies, medicines, equipment, component parts and technical information and processes necessary for civil defense;

(e) The word "facilities," except as otherwise provided in this Act, shall include buildings, shelters, utilities, and land;

(f) The term "United States" or "States" shall include the several States, the District of Columbia, the Territories, and the possessions of the United States; and

(g) The term "neighboring countries" shall include Canada and Mexico.

## TITLE I—ORGANIZATION

### FEDERAL CIVIL DEFENSE ADMINISTRATION

SEC. 101. (a) There is hereby established in the executive branch of the Government a Federal Civil Defense Administration (hereinafter referred to as the "Administration") at the head of which shall be a Federal Civil Defense Administrator appointed from civilian life by the President, by and with the advice and consent of the Senate. The Federal Civil Defense Administrator (hereinafter referred to as the "Administrator") shall receive compensation at the rate of \$17,500 per year.

(b) There shall be in the Administration a Deputy Administrator who shall be appointed from civilian life by the President, by and with the advice and consent of the Senate, and who shall receive compensation at the rate of \$16,000 per year. The Deputy Administrator shall perform such functions as the Administrator shall prescribe and shall act for, and exercise the powers and perform the duties of, the Administrator during his absence or disability.



(c) The Administrator shall perform his functions subject to the direction and control of the President.

#### CIVIL DEFENSE ADVISORY COUNCIL

SEC. 102. (a) There is hereby created a Civil Defense Advisory Council, hereinafter referred to as the Council, which shall advise and consult with the Administrator with respect to general or basic policy matters relating to civil defense. The Council shall consist of the Administrator, who shall be chairman, and twelve additional members to be appointed by the President, of whom three members shall be representative of the State governments, three members shall be representative of the political subdivisions of the States and the remaining members shall be selected among the citizens of the United States of broad and varied experience in matters affecting the public interest, other than officers and employees of the United States (including any department or agency of the United States) who, as such, regularly receive compensation for current services. The following organizations shall be invited to establish panels of names for the members representative of the States and the political subdivisions thereof:

The Council of State Governments.

The Governor's Conference.

The American Municipal Association.

The United States Conference of Mayors.

The representatives of the States and the political subdivisions thereof appointed by the President shall be selected from the panels established by the above-mentioned organizations. Not more than a majority of two of the members shall be appointed to the Council from the same political party. Each member shall hold office for a term of three years, except that (1) any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed, shall be appointed for the remainder of such term; and (2) the terms of office of the members first taking office after the date of the enactment of this Act shall expire, as designated by the President at the time of appointment, four at the end of one year, four at the end of two years and four at the end of three years, after the date of the enactment of this Act. The Council shall meet at least once in each calendar year and at such other times as the Administrator shall determine that its advice and counsel will be of assistance to the program.

(b) The Administrator may appoint such other advisory committees as are deemed necessary.

(c) The members of the Council and the members of any other advisory committees, other than the Administrator, may be compen-

sated at rates not in excess of those prescribed in section 401 (b) of this Act.

## TITLE II—POWERS AND DUTIES

### DETAILED FUNCTIONS OF ADMINISTRATION

SEC. 201. The Administrator is authorized, in order to carry out the above-mentioned purposes, to—

(a) prepare national plans and programs for the civil defense of the United States, making such use of plans and programs previously initiated by the National Security Resources Board as is feasible; sponsor and direct such plans and programs; and request such reports on State plans and operations for civil defense as may be necessary to keep the President, the Congress and the several States advised of the status of civil defense in the United States;

(b) delegate, with the approval of the President, to the several departments and agencies of the Federal Government appropriate civil defense responsibilities, and review and coordinate the civil defense activities of the departments and agencies with each other and with the activities of the States and neighboring countries;

(c) make appropriate provision for necessary civil defense communications and for dissemination of warnings of enemy attacks to the civilian population;

(d) study and develop civil defense measures designed to afford adequate protection of life and property, including, but not limited to, research and studies as to the best methods of treating the effects of attacks; developing shelter designs and materials for protective covering or construction; and developing equipment or facilities and effecting the standardization thereof to meet civil defense requirements;

(e) conduct or arrange, by contract or otherwise, for training programs for the instruction of civil defense officials and other persons in the organization, operation, and techniques of civil defense; conduct or operate schools or classes, including the furnishing of subsistence and quarters for trainees and instructors subject to reimbursement on terms prescribed by the Administrator; and provide instructors and training aids as deemed necessary: *Provided*, That not more than one national civil defense college and three civil defense technical training schools shall be established under the authority of this subsection: *Provided further*, That no land shall be acquired and no buildings shall be constructed pursuant to this subsection unless specifically authorized by the Congress;

(f) publicly disseminate appropriate civil defense information by all appropriate means;

(g) assist and encourage the States to negotiate and enter into interstate civil defense compacts; review the terms and conditions of such proposed compacts in order to assist to the extent feasible in obtaining uniformity therein and consistency with the national civil defense plans and programs; assist and coordinate the activities thereunder; aid and assist in encouraging reciprocal civil defense legislation by the States which will permit the furnishing of mutual aid for civil defense purposes in the event of an attack which cannot be adequately met or controlled by a State or political subdivision thereof threatened with or undergoing an attack: *Provided*, That a copy of each such civil defense compact shall be transmitted promptly to the Senate and the House of Representatives. The consent of the Congress shall be granted to each such compact, upon the expiration of the first period of sixty calendar days of continuous session of the Congress following the date on which the compact is transmitted to it; but only if, between the date of transmittal and expiration of such sixty-day period, there has not been passed a concurrent resolution stating in substance that the Congress does not approve the compact: *Provided*, That nothing in this subsection shall be construed as preventing Congress from withdrawing at any time its consent to any such compact;

(h) procure by condemnation or otherwise, construct, lease, transport, store, maintain, renovate or distribute materials and facilities for civil defense, with the right to take immediate possession thereof: *Provided*, That facilities acquired by purchase, donation, or other means of transfer may be occupied, used, and improved for the purposes of this Act, prior to the approval of title by the Attorney General as required by section 355 of the Revised Statutes, as amended (40 U. S. C. 255): *Provided further*, That the Administrator shall report not less often than quarterly to the Congress all property acquisitions made pursuant to this subsection: *Provided further*, That on and after January 1, 1952, the Administrator shall not acquire any land, or any interest therein, pursuant to the provisions of this subsection unless such acquisition shall first have been specifically authorized by the Congress.

(i) make financial contributions, on the basis of programs or projects approved by the Administrator, to the States for civil defense purposes, including, but not limited to the, procurement, construction, leasing, or renovating of materials and facilities. Such contributions shall be made on such terms or conditions as



the Administrator shall prescribe, including, but not limited to, the method of purchase, the quantity, quality, or specifications of the materials or facilities, and such other factors or care or treatment to assure the uniformity, availability, and good condition of such materials or facilities: *Provided*, That, except as otherwise provided in section 303 (d) of this Act, no contributions shall be made for State or local personnel and administrative expenses, or for items or personal equipment for State or local workers, or for the procurement of land: *Provided further*, That the amounts authorized to be contributed by the Administrator to each State for organizational equipment shall be equally matched by such State from any source it determines is consistent with its laws: *Provided further*, That financial contributions to the States for shelters and other protective facilities shall be determined by taking the amount of funds appropriated or available to the Administrator for such facilities in each fiscal year and apportioning same among the States in the ratio which the urban population of the critical target areas (as determined by the Administrator, after consultation with the Secretary of Defense) in each State, at the time of the determination, bears to the total urban population of the critical target areas of all of the States: *Provided further*, That the amounts authorized to be contributed by the Administrator to each State for such shelters and protective facilities shall be equally matched by such State from any source it determines is consistent with its laws and, if not matched within a reasonable time, the Administrator may reallocate same to other States on the formula outlined above: *Provided further*, That the value of any land contributed by any State or political subdivision thereof shall be excluded from the computation of the State share: *Provided further*, That the amounts paid to any State under this subsection shall be expended solely in carrying out the purposes set forth herein and in accordance with State civil defense programs or projects approved by the Administrator: *Provided further*, That the Administrator shall make no contribution toward the cost of any program or project for the procurement, construction, or leasing of any facility which (1) is intended for use, in whole or in part, for any purpose other than civil defense and (2) is of such kind that upon completion it will, in his judgment, be capable of producing sufficient revenue to provide reasonable assurance of the retirement or repayment of such cost, except that (subject to the foregoing provisos of this subsection) he may make contribution to any State toward that portion of the cost of the construction, reconstruction, or enlargement of any facility

which he shall determine to be directly attributable to the incorporation in such facility of any feature of construction or design not necessary for the principal intended purpose thereof but which is, in his judgment, necessary for the use of such facility for civil defense purposes. Whenever the Administrator, after reasonable notice and opportunity for hearing the State, finds that there is a failure to expend funds in accordance with the terms and conditions governing the Federal contribution for such approved programs or projects, the Administrator shall notify such State that further payments will not be made to the State from appropriations under this Act or from funds otherwise available for the purposes of this Act (or in his discretion from appropriations under this Act or from funds otherwise available for the purposes of this Act for any approved program or project with respect to which there is such failure to comply) until he is satisfied that there will no longer be any such failure. Until he is so satisfied, the Administrator shall either withhold the payment of any financial contributions to such State, or limit payments to the program or project with respect to which there is substantial compliance with the terms and conditions governing the Federal contribution for such program or project: *Provided*, That the Administrator shall report not less often than quarterly to the Congress all contributions made pursuant to this subsection.

(j) arrange for the sale or disposal of materials and facilities found by the Administrator to be unnecessary or unsuitable for civil defense purposes in the same manner as provided for excess property in the Federal Property and Administrative Services Act of 1949, as amended, and any funds received as proceeds from the sale or other disposition of such materials and facilities shall be covered into the Treasury as miscellaneous receipts.

#### RELATION OF DEFENSE PRODUCTION ACT OF 1950 TO CIVIL DEFENSE

SEC. 202. The terms "national defense" or "defense" as used in title II of the Defense Production Act of 1950 shall be construed to include "civil defense" as defined in this Act.

#### MUTUAL AID PACTS BETWEEN SEVERAL STATES AND NEIGHBORING COUNTRIES

SEC. 203. The Administrator shall give all practicable assistance to States in arranging, through the Department of State, mutual civil defense aid between the States and neighboring countries.

## IDENTITY INSIGNIA

SEC. 204. The Administrator may prescribe insignia, arm bands, and other distinctive articles (including designs previously covered under Letters Patent which were assigned to the United States and held by the Office of Civilian Defense created by Executive Order Numbered 8757 issued May 20, 1941) which may be manufactured for or possessed or worn by persons engaged in civil defense activities pursuant to rules and regulations for the manufacture, possession, or wearing thereof established by the Administrator. The manufacture, possession, or wearing of any such insignia, arm band, or other distinctive article otherwise than in accordance with such rules and regulations shall be unlawful and shall subject such person to a fine or not more than \$1,000 or imprisonment of not more than one year, or both.

## TITLE III—EMERGENCY AUTHORITY

## NATIONAL EMERGENCY FOR CIVIL DEFENSE PURPOSES

SEC. 301. The provisions of this title shall be operative only during the existence of a state of civil defense emergency (referred to hereinafter in this title as "emergency"). The existence of such emergency may be proclaimed by the President or by concurrent resolution of the Congress if the President in such proclamation, or the Congress in such resolution, finds that an attack upon the United States has occurred or is anticipated and that the national safety therefor requires an invocation of the provisions of this title. Such emergency also shall exist with respect to any designated geographic area or areas of the United States when the President determines that any such attack has been made upon or is anticipated within such area or areas, and directs the Administrator to proceed pursuant to the provisions of this title with respect to such area or areas. Any such emergency shall terminate upon the proclamation of the termination thereof by the President, or the passage by the Congress of a concurrent resolution terminating such emergency.

## UTILIZATION OF FEDERAL DEPARTMENTS AND AGENCIES

SEC. 302. During the period of such emergency, under such terms and conditions as to donation, compensation, or return as may be prescribed, and solely for civil defense purposes, the President may direct, after taking into consideration the military requirements of the Department of Defense, any Federal department or agency to provide, and such departments and agencies are hereby authorized to provide—



(a) their personnel, materials, and facilities to the Administrator for the aid of the States;

(b) emergency shelter by construction or otherwise; and

(c) on public or private lands, protective and other work essential for the preservation of life and property, for clearing debris and wreckage, and for making emergency repairs to, and temporary replacement of, communications, hospitals, utilities, transportation facilities, or public facilities of States or their political subdivisions damaged or destroyed by attack.

#### EMERGENCY POWERS

SEC. 303. During the period of such emergency, the Administrator is authorized to—

(a) exercise the authority contained in section 201 (h) without regard to the limitation of any existing law, including the provisions of the Act of June 30, 1932, as amended (40 U. S. C. 278a), and section 3709 of the Revised Statutes as amended (41 U. S. C. 5), and section 3734 of the Revised Statutes, as amended (40 U. S. C. 259 and 267), and the Federal Property and Administrative Services Act of 1949, as amended;

(b) sell, lease, lend, transfer, or deliver materials or perform services for civil defense purposes on such terms and conditions as the Administrator shall prescribe and without regard to the limitations of existing law: *Provided*, That any funds received from the sale or other disposition of materials or for services shall be deposited to the credit of appropriations currently available and made pursuant to this Act and shall be available for expenditure for the purposes of such appropriations;

(c) coordinate and direct, for civil defense purposes, the relief activities of the various departments and agencies of the United States as provided in section 302 hereof;

(d) reimburse any State, including any political subdivisions thereof, for the compensation paid to and the transportation, subsistence, and maintenance expenses of any employees while engaged in rendering civil defense aid outside the State and to pay fair and reasonable compensation for the materials of the State government or any political subdivision utilized or consumed outside of the State, including any transportation costs, in accordance with rules and regulations prescribed by the Administrator. As used in this subsection, the term "employees" shall include full- or part-time paid, volunteer, auxiliary, and civil defense workers subject to the order or control of a State government or any political subdivision thereof, and such employees

shall not be deemed by reason of such reimbursement to be employees or appointees of the United States;

(e) provide financial assistance for the temporary relief or aid of any civilian injured or in want as the result of any attack; and

(f) employ temporarily additional personnel without regard to the civil-service laws and to incur such obligations on behalf of the United States as may be required to meet the civil defense requirements of an attack or of an anticipated attack.

During the period of any such emergency, the Administrator shall transmit quarterly to the Congress a detailed report concerning all action taken pursuant to this section.

#### IMMUNITY FROM SUIT

SEC. 304. The Federal Government shall not be liable for any damage to property or for any death or personal injury occurring directly or indirectly as a result of the exercise or performance of, or failure to exercise or perform, any function or duty, by any Federal agency or employee of the Government, in carrying out the provisions of this title during the period of such emergency. Nothing contained in this section shall affect the right of any person to receive any benefit or compensation to which he might otherwise be entitled under the Federal Employees' Compensation Act, as amended (5 U. S. C. 751), or any other Act of Congress providing for any pension or retirement.

#### WAIVER OF ADMINISTRATIVE PROCEDURE ACT

SEC. 305. During the period of such emergency, the functions and duties exercised under this Act shall be excluded from the operation of the Administrative Procedure Act (60 Stat. 237), except as to the requirements of section 3 thereof.

#### COMPENSATION FOR NONGOVERNMENTAL PROPERTY ACQUIRED

SEC. 306. (a) Except in the case of property acquired pursuant to section 201 (h) of this Act in conformity with the provisions of the Federal Property and Administrative Services Act of 1949, as amended, or through judicial proceedings for condemnation, the Administrator shall promptly determine the amount of the compensation to be paid for any property (other than that of the Federal Government or any department or agency thereof) or the use thereof acquired pursuant to this Act, but each such determination shall be made as of the time it is acquired in accordance with the provisions for just compensation in the fifth amendment to the Constitution of the United

States. If the person entitled to receive the amount so determined by the Administrator as just compensation is unwilling to accept the same as full and complete compensation for such property or the use thereof, he shall be paid promptly 75 per centum of such amount and shall be entitled to recover from the United States, in an action brought in the Court of Claims, or, without regard to whether the amount involved exceeds \$10,000, in any district court of the United States, within three years after the date of the Administrator's award, such additional amount, if any, which, when added to the amount so paid to him, shall be just compensation.

(b) Whenever the Administrator determines that any real property acquired by him is no longer needed for the purposes of this Act, he shall, if the original owner desires the return of the property and pays to the Administrator the fair value thereof, return such property to such owner. In the event the Administrator and the original owner do not agree as to the fair value of such property, the fair value shall be determined by three appraisers, one of whom shall be chosen by the Administrator, one by the original owner, and the third by the first two appraisers; the expenses of such determination shall be paid in equal shares by the Government and the original owner.

(c) Whenever the need for the purposes of this Act of any personal property acquired under this Act shall terminate, the Administrator may dispose of such property on such terms and conditions as he shall deem appropriate, but to the extent feasible and practicable he shall give to the former owner of any property so disposed of an opportunity to reacquire it (1) at its then fair value as determined by the Administrator, or (2) if it is to be disposed of (otherwise than at a public sale of which he shall give reasonable notice) at less than such value, at the highest price any other person is willing to pay therefor: *Provided*, That this opportunity to reacquire need not be given in the case of fungibles or items having a fair value of less than \$1,000.

#### TERMINATION

SEC. 307. The provisions of this title shall terminate on June 30, 1954, or on such earlier date as may be prescribed by concurrent resolution of the Congress.

### TITLE IV—GENERAL PROVISIONS

#### ADMINISTRATIVE AUTHORITY

SEC. 401. For the purpose of carrying out his powers and duties under this Act, the Administrator is authorized to—



(a) employ civilian personnel for duty in the United States, including the District of Columbia, or elsewhere, subject to the civil-service laws, and to fix the compensation of such personnel in accordance with the Classification Act of 1949, as amended; and subject to the standards and procedures of that Act, to place not more than twenty-two positions in grades 16, 17, and 18 of the General Schedule established by that Act, and any such positions shall be additional to the number authorized by section 505 of that Act; and, notwithstanding the provisions of any other law, except those imposing restrictions upon dual compensation, employ, in a civilian capacity, with the approval of the President, not to exceed twenty-five retired personnel of the armed services on a full- or part-time basis without loss or reduction of or prejudice to their retired status;

(b) employ not more than one hundred such part-time or temporary advisory personnel (including not to exceed twenty-five subjects of the United Kingdom and the Dominion of Canada) as are deemed necessary in carrying out the provisions of this Act. Persons holding other offices or positions under the United States for which they receive compensation, while serving as members of such committees, shall receive no additional compensation for such service. Other members of such committees and other part-time or temporary advisory personnel so employed may serve without compensation or may receive compensation at a rate not to exceed \$50 for each day of service, as determined by the Administrator;

(c) utilize the services of Federal agencies and, with the consent of any State or local government, accept and utilize the services of State and local civil agencies; establish and utilize such regional and other offices as may be necessary; utilize such voluntary and uncompensated services by individuals or organizations as may from time to time be needed; and authorize the States to establish and organize such individuals and organizations into units to be known collectively as the United States Civil Defense Corps: *Provided*, That the members of such corps shall not be deemed by reason of such membership to be appointees or employees of the United States;

(d) notwithstanding any other provisions of law, accept gifts of supplies, equipment, and facilities; and utilize or distribute same for civil defense purposes in accordance with the provisions of this Act;

(e) reimburse any Federal agency for any of its expenditures or for compensation of its personnel and utilization or consump-

tion of its materials and facilities under this Act to the extent funds are available;

(f) purchase such printing, binding, and blank-book work from public, commercial, or private printing establishments or binderies as he may deem necessary upon orders placed by the Public Printer or upon waivers issued in accordance with section 12 of the Printing Act approved January 12, 1895, as amended; and

(g) prescribe such rules and regulations as may be necessary and proper to carry out any of the provisions of this Act, and, without being relieved of his responsibility therefor, perform any of the powers and duties vested in him through or with the aid of such officials of the Administration as he may designate.

#### EXEMPTION FROM CERTAIN PROHIBITIONS

SEC. 402. The authority granted in subsections 401 (b) and (c) shall be exercised in accordance with regulations of the President who may also provide by regulation for the exemption of persons employed or whose services are utilized under the authority of said subsections from the operation of sections 281, 283, 284, 434, and 1914 of title 18 of the United States Code and section 190 of the Revised Statutes (5 U. S. C. 99).

#### SECURITY REGULATIONS

SEC. 403. (a) The Administrator shall establish such security requirements and safeguards, including restrictions with respect to access to information and property as he deems necessary. No employee of the Administration shall be permitted to have access to information or property with respect to which access restrictions have been established under this section, until it shall have been determined that no information is contained in the files of the Federal Bureau of Investigation or any other investigative agency of the Government indicating that such employee is of questionable loyalty or reliability for security purposes, or if any such information is so disclosed, until the Federal Bureau of Investigation shall have conducted a full field investigation concerning such person and a report thereon shall have been evaluated in writing by the Administrator. No such employee shall occupy any position determined by the Administrator to be of critical importance from the standpoint of national security until a full field investigation concerning such employee shall have been conducted by the Civil Service Commission and a report thereon shall have been evaluated in writing by the Administrator. In the event such full field investigation by the Civil Service Commission develops

any data reflecting that such applicant for a position of critical importance is of questionable loyalty or reliability for security purposes, or if the Administrator for any other reason shall deem it to be advisable, such investigation shall be discontinued and a report thereon shall be referred to the Administrator for his evaluation in writing. Thereafter the Administrator may refer the matter to the Federal Bureau of Investigation for the conduct of a full field investigation by such Bureau. The result of such latter investigation by such Bureau shall be furnished to the Administrator for his action.

(b) Each Federal employee of the Administration, except the subjects of the United Kingdom and the Dominion of Canada specified in section 401 (b) of this Act, shall execute the loyalty oath or appointment affidavits prescribed by the Civil Service Commission. Each person other than a Federal employee who is appointed to serve in a State or local organization for civil defense shall before entering upon his duties, take an oath in writing before a person authorized to administer oaths, which oath shall be substantially as follows:

"I, —————, do solemnly swear (or affirm) that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I take this obligation freely, without any mental reservation or purpose of evasion; and that I will well and faithfully discharge the duties upon which I am about to enter.

"And I do further swear (or affirm) that I do not advocate, nor am I a member or an affiliate of any organization, group, or combination of persons that advocates the overthrow of the Government of the United States by force or violence; and that during such time as I am a member of the (name of civil defense organization), I will not advocate nor become a member or an affiliate of any organization, group, or combination of persons that advocates the overthrow of the Government of the United States by force or violence."

Any person who shall be found guilty of having falsely taken such oath shall be punished as provided in 18 U. S. C. 1621.

#### TRANSFERS TO ADMINISTRATION

SEC. 404. The functions, property, and personnel of the Federal Civil Defense Administration established by Executive Order Numbered 10186, issued December 1, 1950, are hereby transferred to the Administration established by this Act, and the President may transfer to the Administration such functions, property, and personnel of the



National Security Resources Board concerned with civil defense activities as he deems necessary to carry out the purposes of this Act.

#### UTILIZATION OF EXISTING FACILITIES

SEC. 405. In performing his duties, the Administrator shall (1) cooperate with the various departments and agencies of the Government; (2) utilize to the maximum extent the existing facilities and resources of the Federal Government, and, with their consent, the facilities and resources of the States and local political subdivisions thereof, and of other organizations and agencies; and (3) refrain from engaging in any form of activity which would duplicate or parallel activity of any other Federal department or agency unless the Administrator, with the written approval of the President, shall determine that such duplication is necessary to accomplish the purposes of this Act.

#### ANNUAL REPORT TO CONGRESS

SEC. 406. The Administrator shall annually submit a written report to the President and the Congress covering expenditures, contributions, work, and accomplishments of the Administration, pursuant to this Act, accompanied by such recommendations as he shall deem appropriate.

#### APPLICABILITY OF ACT

SEC. 407. The provisions of this Act shall be applicable to the United States, its States, Territories and possessions, and the District of Columbia, and their political subdivisions.

#### APPROPRIATIONS AND TRANSFERS OF FUNDS

SEC. 408. There are hereby authorized to be appropriated such amounts as may be necessary to carry out the provisions of this Act. Funds made available for the purposes of this Act may be allocated or transferred for any of the purposes of this Act, with the approval of the Bureau of the Budget, to any agency or Government corporation designated to assist in carrying out this Act: *Provided*, That each such allocation or transfer shall be reported in full detail to the Congress within thirty days after such allocation or transfer.

#### RECONSTRUCTION FINANCE CORPORATION

SEC. 409. To aid in carrying out the purposes of this Act, the Administrator is authorized to certify to the Reconstruction Finance Corporation as to the necessity under its Civil Defense Program of purchas-

ing securities or making a loan or loans (including participations therein and guarantees thereof) for the purpose of aiding in financing projects for civil defense purposes, and the Reconstruction Finance Corporation upon such certification by the Administrator is hereby authorized to purchase such securities or to make such loan or loans (including participations therein and guarantees thereof) with maturities not to exceed fifty years and on such terms and conditions as the Corporation may determine except that any such purchases of securities or loans may be made only to the extent that financing is not otherwise available on reasonable terms. The total amount of loans, purchases, participations, and guarantees, made pursuant to this section shall not exceed \$250,000,000 outstanding at any one time. The total amount of investments, loans, purchases, and commitments authorized by law to be made by the Reconstruction Finance Corporation is hereby increased by such sum.

#### ATOMIC ENERGY ACT OF 1946

SEC. 410. Nothing in this Act shall be construed to amend or modify the provisions of the Atomic Energy Act of 1946, as amended.

#### FEDERAL BUREAU OF INVESTIGATION

SEC. 411. Nothing in this Act shall be construed to authorize investigations of espionage, sabotage, or subversive acts by any persons other than personnel of the Federal Bureau of Investigation.

#### SEPARABILITY

SEC. 412. If any provision of this Act or the application of such provision to any person or circumstances shall be held invalid, the remainder of the Act, and the application of such provisions to persons or circumstances other than those as to which it is held invalid, shall not be affected thereby.

Approved January 12, 1951, 3:12 p. m.

JANUARY 12, 1952

## STATEMENT BY PRESIDENT TRUMAN ON THE FIRST ANNIVERSARY OF CIVIL DEFENSE

Our Nation's top strategists have long since recognized that total defense plans are necessary for our survival. No longer can we rely on the strength-of-arms alone if a global war is thrust upon us.

America's strength rests on the will of our people to resist aggression and in our power and ability to outproduce and outfight a potential enemy.

For that reason, an enemy must strike first at the homefront which is the source of our strength-in-arms. If an enemy is unable to crush our will to fight and cripple our production lines, then he cannot win a war against America.

For that reason we have pushed forward as rapidly as possible to develop a national system of protection for our people and our production.

That system we know as civil defense. It is rated by our top military leaders as a coequal partner with the military in our security program.

One year ago the Congress passed, and I signed, Public Law 920 creating the Federal Civil Defense Administration under the leadership of the former Governor of Florida, Millard Caldwell.

The prime task of that agency has been to provide the leadership and the planning and the impetus for a national system of civil defense which will be manned by our states and our cities.

I can report to you that in this short year there has been substantial progress in civil defense throughout the Nation. This progress, although far from enough, has added to our total strength as a Nation.

Because of what civil defense has been able to accomplish against considerable odds, I am convinced that this country is today more alert and better prepared against enemy attack than it has ever been in our peacetime history—but we are far from being fully ready.

Our people, particularly in the cities, have learned some of the basic lessons of survival in case of enemy attack. That knowledge would save many thousands of lives if an attack came.

The public generally has come to recognize that this new dimension of modern war, civil defense, is now a regular part of our daily lives for many years to come.



I can report that our States and our cities are moving forward on all fronts in civil defense but unfortunately, with varying degrees of effectiveness. I think it is safe to say that practically all of our cities, both large and small, have civil defense organizations in being.

But we must do more.

While nearly 2,000,000 patriotic citizens have volunteered, during the past year, to serve actively in their local civil defense organizations, approximately 17,500,000 trained and organized defense workers are needed if we are to do the job properly.

In addition we must have in reserve for civil defense far greater quantities of medical supplies, fire trucks, equipment to combat biological and chemical warfare, and shelters than we have at present. Until civil defense is manned by many more millions of trained volunteers and until the desperately needed supplies and equipment for civil defense are in place and ready to use, America will not be prepared to resist aggression.

When our people and our cities are trained and organized to cope with sudden atomic attacks the enemy may well conclude that such attacks are not worth making. For that reason, we must look upon a strong civil defense program as a positive force in helping keep the peace of the world.

Those responsible for civil defense preparedness throughout the Nation have worked hard against considerable odds. They have sometimes fought apathy in their own official circles, particularly in our own Congress. They have worked diligently to interest the public in self-protection and the necessity for volunteering for service in civil defense. But as effective as their efforts have been, they must be redoubled in the coming months.

Regardless of the wishful talk you may hear to the contrary, you and I are now in a national emergency as grave as any we have ever faced.

We have not won the war against time. We have no right to feel safe militarily or on the homefront. You may be sure that I will be the first to tell you when urgency is no longer a grave problem in our security program. That is not now the case.

Let me warn you again that there is no such thing as bargain basement preparedness or escape from the hard realities of the time. There are no short cuts to civil defense preparedness. It is a tough, unpleasant but grimly necessary job.

Fortunately, civil defense is in the American tradition, dating back to the frontier days when all members of every family had a task to do in defending their homes and their stockades from marauding

We can do this job of protecting our homes and our cities just as our forefathers did. But we must do it before it is too late. If war comes to America, we may well win or lose as the result of how ready we are when the first attack comes.

I cannot tell you when or where the attack will come or that it will come at all. I can only remind you that we must be ready if it does come.

I have every faith that the people of this country will recognize the dangers that face us and that they are willing to share the responsibility and dangers of defending this country with the man in uniform.

But civil defense readiness throughout the nation is not something that can be done tomorrow. It must be done today—or it may be too late. To lose the sense of urgency and the need for individual action in civil defense now would be to let down our guard at a most dangerous time. You may be sure that the enemy is always waiting for just such an opening.